DOCUMENT RESUME

ED 259 196 CE 041 924

AUTHOR	Cassirer, Henry R.; And Others
TITLE	Co-operation between the Media and Adult Education Bodies. Surveys and Studies.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Paris (France). Div. of Literacy, Adult Education and Rural Development.
REPORT NO	ED-85/WS/29
PUB DATE	85
NOTE	79p.
PUB TYPE	Reports - Research/Technical (143) -- Collected Works - General (020)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Adult Education; *Broadcast Industry; Case Studies; *Cooperative Planning; Cooperative Programs; Coordination; Distance Education; *Educational Cooperation; Educational Needs; Educational Practices; Educational Radio; Educational Television; Foreign Countries; *Mass Media; National Surveys; Needs Assessment; Postsecondary Education; Program Descriptions; *School Business Relationship
IDENTIFIERS	Hungary; India; United Kingdom

ABSTRACT

This collection contains four surveys and studies examining cooperation between the media and adult education bodies throughout the world. In a paper entitled "The Media and Adult Education: Indian Experience," J. S. Yadava examines two case studies of sound and six case studies of television broadcasting in India that involve cooperative planning between the media and adult education sectors. Katalin Hanak pays special attention to the role of the media in providing family life, social, and cultural education in a report entitled "The Contribution of the Media to Adult Education: A Hungarian Case Study." In his paper "Adult Education and Broadcasting in the United Kingdom: A Partnership to Promote Personal and Social Development in the Adult Community," John Robinson gives 10 specific examples of cooperation between adult education and the broadcast media. Concluding the document is a needs assessment study by Henry R. Cassirer entitled "Systematic Cooperation between Adult Education and Broadcasting: Conclusions and Prospects." (MN)

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SURVEYS AND STUDIES

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CO-OPERATION BETWEEN THE MEDIA AND ADULT EDUCATION BODIES

by

Henry R. Cassirer

with contributions by

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Unesco
Literacy, Adult Education
and Rural Development Division

U.S. DEPARTMENT OF EDUCATION
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INTRODUCTORY NOTE

The present publication reflects Unesco's Approved Programme and Budget for 1981-83, in which the adult education section calls for a comparative study on 'measures to promote systematic co-operation between representatives of the media and adult education bodies.' (Paragraph 1307). It covers certain projects and experiences in which such co-operation has been successful, as well as the many obstacles and failures which have characterized other experiences. The subject is far removed from the usual much broader discussion concerning the role of mass media in adult education as a result of their 'educative impact' or courses and instruction broadcast without systematic co-operation with adult education institutions and associations. The distinction is, however, not easily made. The reader will therefore also find valuable information on the role of broadcasting in adult education, without systematic co-operation agreements, in the reports from India and Hungary. Generally, however, there is no longer any need to emphasize the important contribution of radio and television, the two media on which this study concentrates, to social development, lifelong learning and leisure time activities, a contribution which has been documented in numerous publications.

Unesco's concern with the potential partnership of adult education and broadcasting goes back to a largely European-oriented conference on Television and Adult Education which it convened at Marly-le-Roy (France) in 1958. This conference stressed that each of the two elements had an interest in the other's role and contribution, though it was cautious in its official recommendation:

> 'Television and Adult Education may, under certain conditions, pursue convergent action in common or complementary fields, an action which can bring about certain coordination efforts.'

The Secretary General of the conference, Etienne Lalou, an adult educator and television producer who continues to play an important role on French television in the popularization of science and medicine, recognized that both fields are reluctant to move toward collaboration. Nevertheless, he affirmed that 'in theory, at least, their opposition may easily be overcome. Indeed it is evident that if the first preoccupation of the producer is to please and the first concern of the educator to instruct, the producer will observe that one of the surest ways to please is to arouse interest, and the educator will recognize that it is difficult to instruct if one is boring. He will recognize this even more clearly if he is an adult educator: just as you cannot catch flies with vinegar, you cannot teach adults against their will, without using certain seductive forms.'

In subsequent years, Unesco has sought to foster collaboration between broadcasting and adult education through practical projects, especially in the organization of radio farm forums and teleclubs, in the co-ordination of broadcasting and agricultural development, health education and nutrition, and in the promotion of family planning.

The importance of mass media for adult education was recognized by Unesco's General Conference in its Recommendation on the development of adult education, adopted in November 1976. This resolution, however, reflected the hesitancy of adult educators who were merely urged to develop 'the necessary discernment in using mass communication media, in particular radio, television, cinema and the press, and interpreting the various messages addressed to modern men and women in society.'

The Recommendation urged the setting up of 'structures for joint action and co-operation between the public authorities and bodies responsible for adult education on the one hand, and the public or private bodies responsible for radio and television on the other' which would 'ensure that the mass media make a substantial contribution to leisure-time occupations and to the education of the people; guarantee freedom of expression, through the mass media, for all opinions and trends in adult education' and 'establish a two-way flow of exchanges between those responsible for or those professionally engaged in educational programmes broadcast by radio or television and the persons for whom the programmes are intended.'

A more affirmative line was taken by the Symposium on improving the contribution of the mass media to adult education convened in Ottawa (Canada) in October 1979 which recognized that the 'encounter between the mass media and adult education ... arises from two established facts:

. the often limited scope of adult education activities conducted without the use of mass media;

. the striking influence of the mass media on changes in the mentality of large segments of the population and on the restructuring of relationships between individuals, groups and societies.'

The meeting affirmed that 'the mass media, and in particular radio and television, are invaluable instruments for (adult) education.'

At the same time, it was recognized that 'establishing a fruitful union between the mass media and adult education is nevertheless not an easy task. The experience of a fair number of years in different parts of the world has shown that this union does not come about naturally, but only when it is desired and planned.'

The Symposium therefore concluded that 'this organic and mutually beneficial relationship between adult education and the mass media necessarily refers each of the partners to a higher level of decision-making which has authority over them. In the end, it is the social and political decisions which always determine every policy statement on the use of mass media in adult education and can also ensure their implementation.'

Political decisions at a higher level may, indeed, be important under certain circumstances. But in recent years attention has again reverted to the partners directly concerned and to the people themselves who as listeners, viewers or learners, are 'consumers'. They have a crucial role to play in setting the agenda for both broadcasting and adult education through the expression of views, feedback reactions and choices made by turning a button or attending an adult education session. The focus of this study is therefore on responsible partnership, a relationship weighted by practical, financial and psychological problems.

To provide a realistic base, three case studies have been commissioned in different societies (India, Hungary and the United Kingdom). The conclusions drawn by the author very largely rely on these studies. Gratitude is due to their authors: Dr J.S. Yadava, Professor and Head of the Department of Communication Research in the Indian Institute of Mass Communication; Dr Katalin Hanák of the Mass Communication Centre in Budapest; and Mr John Robinson, formerly Education Secretary of the BBC and Secretary of the Advisory Council for Adult and Continuing Education in England and Wales. The reports have been written in

response to directives from Unesco and to questions posed by the present writer, but content and presentation are solely the responsibility of the authors.

The issue treated here should be of particular concern to adult education specialists and all those with an interest in this field, though it is, of course, equally relevant to media professionals, as well as to authorities and specialists in economic, social, educational and cultural affairs. Rather than attempting an exhaustive worldwide coverage of the subject, the publication seeks to derive from sample experiences lessons and guidelines which it is hoped will be of practical value to all concerned.

THE MEDIA AND ADULT EDUCATION: INDIAN EXPERIENCE

by J.S. Yadava

INTRODUCTION

Background

India is the second most populous and the seventh largest country in the world. Its 684 million people represent over a sixth of the world's population. About 75 per cent of them live in villages (there are about 576,000 villages in the country) and agriculture is the main occupation.

India achieved its independence in 1947. It has adopted a parliamentary form of government based upon universal adult franchise. It is the largest democracy in the world. It has pursued the path of planned development with a mixed economy which provides full opportunities to both the public and private sectors to develop within the broad framework of national interests and priorities. Notable advances in agriculture, industry, science and technology have been made. Today, India has the third largest body of trained manpower in the field of science and technology. It is self-reliant in many sophisticated areas of industry, with the capacity and know-how to produce nuclear power and is committed to use nuclear energy only for peaceful purposes. It has also made substantial progress in the exploration of space.

In spite of these advances, India remains a developing country. Its per capita income is one of the lowest in the world, only about $US 189. Mass poverty and illiteracy still defy solutions. Notwithstanding the enormous expansion of educational facilities which has taken place over the last thirty-seven years, the literacy rate is still only about 36 per cent, and this includes all those who can do no more than sign their names. According to one estimate, the effective literacy rate, i.e. the capacity to read newspapers or other written material with ease in any language, is at most 20 per cent. Illiteracy is more prevalent among women and in rural areas. Owing to low literacy and poor purchasing power, the reach of the mass media in India is also rather limited.

Adult education

The adult education movement in India has a fairly long history. It began in the 19th century as a part of missionary and social reform activities. It received a significant impetus during the freedom struggle, especially in the 1920s and 1930s. The leaders in that struggle, realizing the importance of an enlightened public in order to obtain their willing co-operation and participation, conducted an active compaign on behalf of adult education. Adult literacy and social education were often an integral part of various constructive programmes launched during this period as a part of the freedom struggle. Gandhiji's ashrams at Sabarmati and Wardha, Rabindranath Tagore's shantiniketan and Zakir Hussains basic new education are some of the more prominent examples of such efforts. Following the example of such national leaders, innumerable other leaders, social workers, and voluntary organizations initiated adult literacy education programmes in villages and towns in different parts of the country.

With independence this concern for educating and mobilizing public opinion continued to influence thinking and action. It was reflected in both the Constitution itself and the five-year plans. Persistent efforts have been aimed

at achieving universal literacy. Not only the government but a large number of voluntary organizations and workers have been actively involved in this stupendous task of providing opportunities on a mass scale for education in the broadest sense.

Over the years, there has been an enormous expansion of facilities and resources, not only for formal education, but also for adult and social education, so as to reach those who for whatever reason have not taken advantage of formal education. In the sixth five-year plan (1978-83), the Adult Education Programme was accorded a high priority. The National Adult Education Programme (NAEP) was launched on a massive scale throughout the country on 2 October 1978 with provision for an outlay of Rs. 1,280 million during the five-year period, Rs. 600 million being in the central sector and Rs. 680 million in the state sector.

The national Ministry of Education is responsible for the Adult Education Programme throughout the country, although it is of course implemented through such agencies as the state governments, voluntary organizations, universities and colleges. It is estimated that about 151,000 adult literacy/education centres are functioning under the auspices of different organizations. The Ministry of Education has set up a National Board of Adult Education to advise the government on all aspects of adult education, including implementation policies and co-ordination. There is also a Directorate of Adult Education which acts as a technical wing of the Ministry of Education and as a National Resource Centre in matters relating to the Adult Education Programme. Similar organizational structures have been created at state level. In addition, a national organization with branches in most of the states, the Indian Association for Adult Education, has been active in promoting and co-ordinating voluntary action for adult education at various levels.

Results, however, have not been entirely satisfactory. Even today, thirty-seven years after independence, literacy in India is only about 36 per cent as against 16.6 per cent in 1951. Although there is some improvement in the literacy rate and in the total number of literate persons in the country, the number of illiterates has also increased from 372 million in 1971 to 420 million in 1981.

It has sometimes been argued, perhaps with reason, that illiterates are not necessarily uneducated and uninformed, while literacy, though important, is not enough by itself. The concept of adult education has changed over the years to encompass a general awareness of various aspects of the world and to make it more relevant; functionality has also been introduced. In India, adult education is viewed as a broad process of informing and educating adults about a variety of subjects and topics so as to enable them to take mature decisions and make independent choices. It aims to impart not only the ability to read and write but also relevant skills so that the people can be active partners in various development programmes and lead a fuller and more meaningful life. In other words, the adult education movement is designed to serve both as a catalyst and as an instrument in national development and individual fulfilment.

The usual format adopted for adult education therefore consists of providing facilities for learning to read and write and for acquiring relevant skills and a fuller awareness of problems and things at a place and time convenient to the beneficiaries. This is primarily achieved through voluntary action although the government often provides necessary resources and guidelines. Innumerable adult education centres are operating in villages and towns all over the country. Inevitably, some of these centres are more active and functional and some may be

less active. In addition to such centres the mass media also have an important function in this area. Radio and television in particular have been used over the years to provide support to many adult education programmes. The impact of these programmes varies. There are probably a wide range of explanations for 'success' and non-success or even 'failures' on the part of the mass media in promoting adult education in the country.

The study

The present study examines the Indian experience over the years in using mass media, especially radio and TV, for adult education, primarily from the perspective of co-ordination between the media, on the one hand, and governmental and non-governmental organizations engaged in the task of adult education on the other. For this purpose, we plan to examine some of the major media involvements in promoting identifiable adult education programmes. It is not intended to give detailed accounts of the case studies but to analyse them critically, more especially as regards co-ordination and co-operation between various organizations so as to reflect Indian experience and suggest measures to promote systematic and effective co-operation between representatives of media and adult education bodies.

SOUND BROADCASTING

Sound broadcasting in India was first introduced in 1927, with two privately owned transmitters in Bombay and Calcutta. Three years later it was taken over by the government, since which time broadcasting in India has been the monopoly of the central government. In 1936, the broadcasting service was designated All India Radio (AIR).

At the time of independence in 1947, there were only six radio stations in the country. Today, All India Radio is one of the largest broadcasting networks in the world with 86 stations and 165 transmitters, broadcasting for nearly 1,600 hours a day in 21 major languages and 246 dialects. Its broadcasts cover 80 per cent of the country and 90 per cent of the population.

All India Radio puts out a large variety of programmes to suit various demands and interests. The two most popular programmes are 'music/entertainment' and 'news'. On an average, about 40 per cent of the total broadcast time is devoted to music. Film songs and light entertainment programmes based upon film music are the programmes most appreciated throughout the country. The News Services Division of AIR attempts a comprehensive coverage of news and views through its bulletins, commentaries and discussions on current affairs.

Notwithstanding the very large national network, receiving facilities are limited. The total number of radio/transistor sets in the country is estimated at 30 million, which works out at 4.4 sets for 100 persons, far below the Unesco norm. There is likewise a marked imbalance between the rural and urban populations in terms of ownership of radio sets. Separate figures are not available but it is estimated that the overwhelming majority of radio sets (over 80 per cent) are owned by people living in urban areas who constitute only about 20 per cent of the country's population. Not only are there marked disparaties in radio ownership between rural and urban areas but there are also widespread regional disparities. The southern states such as Tamil Nadu (5.2 per cent), Kerala (5.0 per cent) and Karnataka (3.8 per cent) have more sets per 100 persons than the northern states such as Uttar Pradesh (2.0 per cent), Bihar (0.9 per cent) and Orissa (0.9 per cent).

Since independence the government and the media planners have been concerned about the very limited extent to which the mass media reach rural people and the less privileged sections of the urban areas. To overcome this, at least partly, the central and state governments have been providing community sets and attempting to organize community listening in the form of radio rural forums and charcha mandals (discussion groups).

Radio naturally occupies a key place among the mass communication media. Nearly 6.3 per cent of broadcasting time is devoted to programmes for farmers and rural audiences. All AIR stations broadcast such programmes for between 30 and 75 minutes daily. To meet the specific demands of farmers, a daily programme on agriculture is broadcast for 45 to 55 minutes from 61 farm and home units located in different stations. Weather bulletins are broadcast every day for the benefit of farmers. To impart skills and knowledge about new agricultural practices, a syllabus-oriented special programme for farmers is broadcast from 31 AIR stations. These AIR farm schools provide step-by-step guidance and instructions to 'enrolled' farmers which are backed by printed instructional and information material.[1]

In order to assess the role of radio in promoting adult education in India, two case studies may be considered: (i) radio rural forum and (ii) radio for mother and child care. As stated earlier, adult education is used in the broad sense of informing and eudcating the adult population on a variety of subjects directly concerning them.

Case I: Radio rural forums

In the light of the Canadian experience of radio forums, India in 1956 started rural forums on a pilot basis in the vicinity of Puné in Maharashtra State. The project was a co-ordinated effort between Unesco, the Central Government, All India Radio and the State Government of Bombay (now Maharashtra). Early in December 1955, the Director-General of AIR held discussions with representatives of the Departments of Agriculture, Education, Information and Development of the Government of Bombay together with AIR officials so as to prepare a comprehensive work plan for administrative and programme requirements. The work plan comprised four major tasks: central direction, field organization, programme planning and presentation and assessment. For each of these aspects, a committee was appointed to look after the details of actual operation and implementation.

The policy decisions and the direction were made the responsibility of a central committee under the chairmanship of the Director-General of All India Radio. The committee included representatives of the Departments of Development, Agriculture, Publicity, Education, and Health of the Government of Bombay; two non-official experts; and the head of AIR stations at Bombay and Puné. The Field Organization Committee was responsible for such operations as the selection of the forum villages and organizers, drafting general instructions, etc. This committee consisted of Directors of the Departments of Agriculture, Health, Education, Publicity; the Deputy Development Commissioner and the officials of the AIR station at Puné. The Assistant Station Director, Puné, was chairman of the committee which appointed one chief organizer, five district organizers and forty part-time organizers drawn mainly from the relevant departments such as Agriculture, Education and Publicity. A committee of agricultural and rural development experts having an intimate knowledge and understanding of village life and its problems was appointed to assist the AIR staff in the planning and production of the programmes.

In all, 144 radio farm forums were organized in as many villages spread over five districts around the Puné station. In each of these, a radio forum of twelve to twenty members, mainly farmers but drawn from different socio-economic groups was set up with a convenor. A special half-hour programme for the forums was broadcast from Puné station twice a week over a period of ten weeks. Emphasis was on practical aspects of rural life and the encouragement of active discussion among forum members. Members assembled about half an hour before the broadcast time when the convenor offered preliminary comments while afterwards members of the forums discussed the content of the broadcast, sought clarification and raised queries and doubts; the report was forwarded to the Puné station, which in turn passed the queries and observations to the concerned departments for clarification. In each programme, part of the time was devoted to answering questions and clarifying various points raised by the forums. There was continuous feedback from the forums to the station and interaction between the broadcasters and the recipients of the message. A systematic evaluation revealed that it was a very effective experiment in the utilization of radio for communicating with village people.[2]

Following on this pilot programme, the idea of radio rural forums was extended to many other areas. In 1969, it was claimed that 0.2 million radio rural forums were operating in different states and union territories. However, with the advent of the transistor era, the number of private sets increased rapidly so that the utility and relevance of the community listening scheme were queried. The Government of India discontinued the scheme for subsidizing community sets in the fourth five-year plan beginning in April 1969. As a result, community listening lost its official character in most states and many of the forums became inactive and even ceased to exist. Today there are about 22,504 rural radio forums and 42,101 charcha mandals, the degree of activity and enthusiasm varying. Additionally, there are marked regional variations in the distribution of community sets. Tamil Nadu and Maharashtra States alone account for nearly half the total number of community sets in the country while elsewhere the number is minimal.

Systematic research and evaluation studies over the years clearly indicate that radio has to some extent been effective in the area of agricultural broadcasts, with information pertaining to agricultural practices being effectively communicated to farmers. Although most studies have repeatedly stressed the importance of opinion leaders in the communication process in rural areas, the very fact that high-yield varieties of seeds are popularly known as 'radio seeds' and the fertiliser mixes as 'radio khad' in villages in many parts of the country indicates the impact of radio in this area. While further dissemination of agricultural information does take place through interpersonal communication, in which opinion leaders are important links, radio nonetheless forms the initial source of information for the opinion leaders themselves.

The success of radio rural forums in 1956 and some of the better organized forums and charcha mandals even today, as well as of the 'farm schools' and some other area-specific agricultural programmes, proves beyond doubt the value of radio as a means of communication and education of adults in rural India.

To what extent, however, should this success be attributed to any 'systematic co-operation' between radio and adult education?

Radio forums were created at the initiative of AIR in co-operation with the administrations concerned with rural development. They were not the emanation of,

or attached to, an existing local institution or association. But in independent India, the State assumed increasingly greater and more direct responsibility for promoting development at all levels and in all sectors, including rural development. Improving the condition of the vast multitude of rural people has been the major concern of India's planned development. Political leadership provides the broad policy guidelines and perspective to which the planning commission give concrete shape in the form of five-year and annual plans. The administration at various levels helps in the implementation and execution of these plans. Generally speaking there is a lot of give and take in terms of ideas and suggestions so that in actual practice it is often difficult to say who actually initiated a particular programme.

For instance, the government representative obviously 'came to know' about the Canadian experience and Unesco's desire to try the radio rural forum experiment in other cultures as well. In a way, the initiative to try it out in India came from Unesco followed by the concerned ministries and officials. The Central Government having approved the proposal entered into a formal contract with Unesco. For actual operation the Ministry of Information and Broadcasting (I&B) as the ministry in charge of AIR was given responsibility for the implementation of the radio rural forum project in selected areas in India. AIR then decided to conduct the project in Puné District and sought the co-operation of the administration concerned with rural development so that in a sense it may be claimed that the initiative was that of AIR. Because the project was sponsored and financed to a significant extent by the Central Government, the state administrations willingly and even enthusiastically co-operated in the radio rural forum project. In this sense, it could be said that the state administration was merely on the receiving end as were local officials and people further down the line. The villagers had virtually no say in the entire planning of the project although they occasionally made verbal observations through the link officials. The success of the project can be attributed to the responsiveness of the latter and their role as adult educators. Adult educators or animators are the key to the success of communication support for development projects.

Listening groups were specially created for farm broadcasts and were not part of other existing activities. But there were no development-oriented groups or forums in the villages whose age-old institutions were for social and cultural purposes and largely designed to maintain social norms and the status quo, hence the need to create forums for listening to farm radio broadcasts. Their continuation, however, depended upon their usefulness. As it was an administration-sponsored activity it could not survive once the link officials lost interest after the pilot phase. For sustained interest, the listening to radio broadcasts should have been linked with other activities and purposes. To be effective there must be an interaction between the mass media and various other modes of communication, especially with interpersonal channels of officials, adult educators or animators.

Case II: Radio in support of the mother-child care programme

The planning and management of child care occupy a prominent place in India. In 1974, a National Policy for Children was laid down which emphasized prevention and promotion in respect of the child's and the mother's health. A major programme, the Integrated Child Development Service (ICDS) was launched. Under this programme, anganwadies, balwadies (child-care centres) have been set up for rural and other deprived sections of the population. The necessary communication support is being provided on a wide scale.

Recently, however, a more systematic and organized communication support for the ICDS programme has been launched through radio. The broad pattern followed is that of radio rural forums. Its objective may be stated as follows:

> To inform, educate and motivate nursing and expectant mothers to make best use of the services available under the ICDS and adopt new values and practices for their own better health and that of their children, thereby ensuring a happy and more satisfying family life.

The programmes also have two subsidiary goals:

> To sensitize broadcasters and others associated with the programme about the problems of women and children, especially those of rural and deprived sections of the society;
>
> To enable the field staff of the governmental and non-governmental organizations engaged in the delivery of services under the ICDS programme to make the best possible use of the communication support provided by radio.

In the planning and execution of this communication support programme, a number of ministries, departments and organizations have joined hands. The Ministry of Information and Broadcasting, the central Ministries of Education and Social Welfare, Health and Family Welfare, and Rural Development and their counterparts in different states, the UNICEF Regional Office in New Delhi and various voluntary agencies are co-operating. To give concrete shape to the communication support through radio a number of radio workshops in maternal and child care were organized in collaboration with UNICEF. So far, five such workshops have been conducted in different states. These involved AIR stations, the state governments in whose jurisdiction the AIR station is located and UNICEF. Some idea of the co-ordination and involvement of different organizations and agencies may be obtained from a glance at the details of one such workshop.

In a five-day radio workshop on mother and child care organized by the Rohtak AIR station in Haryana, representatives of AIR, the Departments of Social Welfare, Health and Family Welfare, Agriculture and Rural Development and UNICEF participated. The workshop was inaugurated by the Minister for Social Welfare, Government of Haryana, and the keynote address was delivered by the Additional Director-General of AIR, New Delhi. The association of the concerned Minister of the State and senior AIR officials reflects the significance of the workshop as well as of the programme itself. Participants included representatives of the Farm and Home Unit of AIR; the Department of Social and Preventive Medicine, Medical College, Rohtak; the Home Science Department of the Agricultural University, Hissar; the Director and Joint Director, Department of Social Welfare; the State Health Co-ordinator; and the Chief Medical Officers of the Rohtak and Mohindergarh Districts of Haryana. In addition to these high-level executives, field staff of the Health and Social Welfare Department of the Haryana Government also participated, including three anganwadi supervisors, four anganwadi workers, two ANMS, trained dais, and two community health workers from different districts in the state. The participants discussed the various dimensions of mother and child care, the focus being on the need to provide communication support through radio to the ICDS programme, and visited a number of anganwadies to study the problems of mother and child health in actual field situations. On the basis of the discussions and visits, a list of likely subjects for radio broadcasts was prepared, twenty-six being chosen by the broadcast subject selection committee as priority themes. A well-integrated time schedule for producing and broadcasting

twenty-six radio programmes was prepared and the weekly programmes were launched on 4 January 1984.

To make the best use of the communication support, organized group listening to the mother-child care programmes by twelve to twenty women in each anganwadi in the selected development blocks has been arranged, the selected anganwadies having been provided with transistor sets through the help of UNICEF. Those in charge of a particular anganwadi are responsible for organizing listening by nursing and expectant mothers and elderly women in the village, for discussing the theme before and after the broadcast, clarifying doubts, and forwarding reactions and queries to the AIR station, Rohtak, for discussion in subsequent broadcasts. To supervise the work of anganwadies, a circle supervisor covering five to six anganwadies has been appointed while supervisors have been provided with mopeds from the UNICEF grant.

Field staff were not exclusively on the receiving end inasfar as they communicated their concerns and problems in three ways:

. through letters from listeners (letters for which stamped and addressed letter forms are provided to the listening posts are often written in consultation with the field staff);

. by communicating their problems to the supervisory staff when they visit the villages;

. by sharing their experiences with senior staff in official meetings at block and district levels.

Subject matter specialists are actively associated with the production of the programmes. The general pattern of this thirty-minute weekly programme, broadcast every Wednesday from 12:30 p.m. to 1:00 p.m., consists of specialists discussing the subject matter of the broadcast for fifteen minutes, while five minutes are devoted to answering questions and problems raised by listeners, five minutes to entertainment (folk songs especially composed around the broadcast theme) and five minutes to summarizing the talk and highlighting its main thrust.

In order to get some idea as to the extent of organized listening to the programmes and of their influence, a number of anganwadies in the Rohtak and Mohindergarh Districts of Haryana were investigated. It is difficult to measure the impact in terms of actual change in attitude and behaviour but, on the basis of field observations, it may be said that the programmes are listened to almost regularly by a fairly large number of women at the anganwadies who often discuss the issues raised. The women usually have no difficulty in understanding the programme, its major thrust and specific recommendations. This was also reflected in the large number of appreciative letters received by the AIR stations, Rohtak (1,070 up to the end of April). Most of the letters are from anganwadies where listening has been organized, only thirty-four having been received from individual women in villages where listening was not organized. The utility and interest of the programmes is further demonstrated by the fact that more than half of the letters (567) have raised specific questions and have sought further clarifications. A fair number (166) also offered specific suggestions. A substantial number of letters simply praised the programme, only 76 being adverse.

Another indicator of the impact of the broadcasts is the increase in the number of women deriving benefits from the services offered by the anganwadies. This is clear from the data concerning one of the anganwadies in a village in the Rohtak District (Table 1). Similar trends could be noted in some other anganwadies.

Table 1. Women Utilizing ICDS, Anganwadi No. 26, Village Kultana

	January	February	March	April
Nursing mothers	16	18	25	20
Expectant mothers	8	10	20	30
Others	4	4	8	14
Total number of women benefitted	28	32	63	64

It emerges that the radio is being profitably used in support of the mother-child care programme. This media project is a joint and co-ordinated effort by AIR and the experts concerned. The programmes are of the syllabus type, starting with a monthly cycle on pregnancy to child birth, covering care of mother and child, common problems, diseases, nutrition and preventive measures, etc., the series ending with a general programme on cleanliness. A booklet listing the topics of twenty-six programmes, giving guidelines to experts and the programme producers, highlighting the thrust of the message and suggesting possible questions from listeners for more meaningful group discussion, has been distributed to the anganwadies and others concerned for information and guidance. All indications are that the programme has been fairly well-organized and co-ordinated and that its impact is encouraging.

However, years of planned developmental programmes have inadvertently led to heavy 'dependency' upon outsiders, mainly the government officials, instead of self-reliance, local initiatives and confidence on the part of the people. The latter do not as a rule look upon government-sponsored programmes as their own and hence their impact and achievements are not entirely satisfactory. Only five minutes out of a thirty-minute programme are devoted to letters. Both appreciative and critical letters are read, but the emphasis is more on letters asking for specific clarification or additional information. As a general observation it may be noted that the criticism in government-controlled media like radio and TV is not always 'free' and hence the credibility and identification gaps continue to beset the development planners and executors. This is a reflection of the overall climate prevailing in our society.

The pattern of initiatives in the use of radio for ICDS-AIR is broadly the same as in the case of radio rural forums. The idea seems to have emerged in UNICEF then to have been picked up by the concerned ministry which in turn sought the co-operation of the Ministry of Information and Broadcasting and AIR.

TELEVISION

Television in India made a late start and growth was very slow until recently. The first experimental television centre in Delhi was set up in 1959 and had a range of about forty km. Its programmes were meant for schools and

rural audiences. Eighty community viewing centres known as tele-clubs were established in and around Delhi. Regular TV transmission from Delhi started six years later in 1965, and for another seven years Delhi television was the only television centre in the country. In 1972, a second centre was established in Bombay and soon after TV transmission began in Amritsar and Srinagar. During the late 1970s and early 1980s, however, the expansion of television was rapid. There are now in all forty-six TV transmitters, including seven main transmitters, twenty-one low-power transmitters and eighteen relay centres.[3]

In 1975-76, moreover, a very ambitious experiment, the Satellite Instructional Television Experiment (SITE), was conducted using satellite communication with the rural masses. The success of SITE encouraged the government to continue providing television facilities on a limited scale in the areas covered by SITE. There are seven SITE continuity transmitters functioning with the basic SITE philosophy and approach. India also has her own satellite INSAT-1B which will give a tremendous impetus to TV in the country. By the end of 1984, television facilities will have been expanded with 180 transmitters reaching nearly 70 per cent of the population. Continuous telecasts from 7:00 a.m. to past midnight are also planned for the near future.

At present, TV reaches 29 per cent of the country's population, but television receiving facilities in rural areas are limited, with only a few rich farmers in the villages able to afford it. However, to facilitate TV viewing by a large number of people in villages and the poorer sections of urban areas, community sets have been provided although the number so far amounts to only 7,275. It is estimated that only about 10 per cent of the villages within TV range have community viewing facilities.

Regular programmes of about four hours daily are broadcast from the seven main TV centres with studio facilities and are carried by relay centres. The seven SITE continuity centres have their own programme pattern. The national programme introduced on 15 August 1982 is carried by all forty-six TV centres and transmitters. Under INSAT-1B, specific clusters in six states - Andhra Pradesh, Bihar, Gujarat, Maharashtra, Orissa and Uttar Pradesh - will be receiving TV programmes. Already 800 villages in Andhra Pradesh and Orissa are receiving programmes directly from the INSAT-1B with the help of Direct Reception Sets (DRS) besides the VHF sets covered by transmitters at Hyderabad in Andhra Pradesh and Sambalpur in Orissa.

All seven regular TV centres offer programmes on agriculture and related topics. From Delhi a half-hour programme on agriculture known as Krishi Darshan is broadcast five days a week. The programmes from the SITE continuity centres naturally have a component on agriculture, health, education, family welfare, etc. As the TV facilities of the INSAT-1B are to be used primarily for instruction and developmental purposes, there will be a strong emphasis on agricultural productivity, health and hygiene, family welfare, and adult literacy and education. Films and film-based programmes, however, continue to be the most popular TV offerings.

In order to understand the role of TV in promoting adult education in India it will be appropriate at this point to make a critical examination of some of the specific uses of TV for informing and educating the adult population on a variety of subjects.

Case I: Krishi Darshan

In 1956, the Unesco General Conference in New Delhi decided that a pilot project to study the use of TV as a medium of education and community development might be initiated in India. As a result, an agreement between All India Radio and Unesco was signed for the launching of an experimental TV project in Delhi. The purpose was to assess the suitability of educational television programmes for group viewing in rural and urban communities.

This experimental TV transmission started in 1959. Eighty tele-clubs were set up in and around Delhi and representatives of the Ministry of Education, the Indian Adult Education Association and various other educationists were actively associated with the planning and production of programmes and the evaluation of their impact. Results were very encouraging.

In 1961, in collaboration with the Ford Foundation, AIR initiated another school television project covering 250 Delhi schools. The programmes related to the school curricula and the teachers concerned were trained in the proper utilization of TV facilities. The broadcasts were subsequently evaluated by Professor Paul Neurath and once again results were encouraging.

Regular transmissions in Delhi began on 15 August 1965, and soon after, a special programme, Krishi Darshan, was introduced for the benefit of the farmers and other rural audiences. The Indian Institute of Agricultural Research (New Delhi), the Delhi Administration, and the Atomic Energy Commission (Government of India) were actively associated with All India Radio in the planning and execution of the Krishi Darshan programmes. Since then, the Krishi Darshan has been a regular feature of Delhi TV, while all other TV centres subsequently set up have also introduced agricultural TV programmes for rural audiences. In addition to hard-core information about various new and improved agricultural methods and practices, information and education on subjects of interest to the rural population are provided in the Krishi Darshan programmes. Weather reports and agricultural market trends are given, and entertainment, usually in the form of folk music and dances, is an essential ingredient. Some systematic evaluation studies have been carried out in regard to the Krishi Darshan programmes over the years. Their conclusions are generally encouraging and point to the overall usefulness of the Krishi Darshan as important sources of information, education and entertainment for rural audiences.

Case II: SITE

India is enthusiastic about the use of sophisticated satellite technology for communication, expecially for the benefit of the rural masses. During 1975/76, the experiment known as SITE was conducted. The United States satellite ATS-6 was used to beam instructional programmes on agriculture, health, hygiene, family welfare, science, education, etc., in four Indian languages for four hours daily during one year. Morning broadcasts of one hour and a half were for school children, and two and a half hours in the evening were designed for general audiences in the villages. About 2,400 villages spread over six states - Rajasthan, Madhya Pradesh, Orissa, Bihar, Andhra Pradesh and Karnataka - were provided with community viewing facilities.

SITE was a massive operation lasting one year. The Central Government, Doordarshan (TV), the Indian Space Research Organization, and the state governments worked in collaboration with the Departments of Agriculture and Rural

Development, Health and Family Welfare, Education, and Science and Technology, while experts in different fields assisted the Doordarshan staff in programme production.

The experiment has been hailed as the most successful quantum leap over the 'traditional' mass media - press, film, radio and terrestrial television - and on all counts as the largest and most courageous experiment of its kind in the world.

SITE encouraged a very large number of people to watch TV programmes, most of them being first-generation mass media participants who had never before been exposed to radio, newspaper, film or television. Most of them, moreover, were illiterate and came from the poorer sections of rural society.

A great deal of data, both qualitative and quantitative, was collected by the research and evaluation cell of the Indian Space Research Organization (ISRO) concerning the impact of SITE programmes in the rural areas. The following are among the salient results:[4]

(i) On an average, 172 people per set watched the programme each day, which works out at 336,131 viewers per day assuming that on an average 84 per cent of the sets were working. In other words a national satellite reached more than 0.3 million Indian villagers simultaneously every day.

(ii) Illiterates learnt more from TV than literates, thus demonstrating the information-levelling function of community television.

(iii) The belief that educational programmes must be 'sugar coated' with extensive entertainment was not borne out.

(iv) Following SITE, women showed a larger gain in knowledge than men and a greater interest in learning about family planning matters, thus gradually reducing the knowledge gap.

(v) In primary school telecasts, there were significant gains in language development, including listening, comprehension, word meaning, verbal fluency and verbal analogy.

(vi) Caste distinctions tended to blur as people had to sit close together to view programmes.

(vii) There were numerous instances of the adoption of new agricultural, health, hygiene and family planning practices.

The experiment also had its limitations.[5] The villages covered had to have electricity and a usable road so that SITE could not reach the most backward of the villages. Nor could the programmes be area-specific since there were only three basic production centres to meet the requirements of programmes for all the villages in the six different states.

A number of lessons were learnt. The strengths and weaknesses of satellite communication are now better understood. Organizationally speaking, the scale and the extent of involvement of different agencies in carrying out the one-year experiment as a co-ordinated system was unprecedented in the history of Indian television and the other departments and development organizations involved. There were inevitably some shortcomings but on the whole the experience was unique and rewarding.

Case III: Kheda experiment

The Kheda Communication Project was taken up by the ISRO along with SITE. A terrestrial transmitter was set up at Pij in the Kheda District about sixty km from Ahmedabad. With the conclusion of SITE this has been taken over by the Doordarshan. It covers ten talukas and serves 350 villages of the Kheda District through 526 community receivers. The station carries only specially designed programmes. The ISRO, the Rural Development Department of the Gujarat Government, and the Kheda District Milk Producers Union Ltd., Anand (Amul) are jointly involved in the Kheda television experiment. The programmes are largely field-based, ensuring greater participation by the people themselves. Information and knowledge about agricultural practices, health, hygiene, family welfare, etc. are imparted through area-specific programmes. In addition, many programmes analyse and focus upon socio-economic and cultural issues specific to the area served. Some of the programmes have proved provocative enough to generate debate and discussions which again have been carried to the people through the medium of television. The result has not only been the adoption of new practices but also certain changes in traditional values and beliefs. Here, television is truly seeking to be a medium of social awareness and education in the broad sense of the term.

Case IV: Literacy TV Project, Bombay

In 1974, a pilot TV project for literacy and adult education was undertaken in Bombay. It was conducted jointly by three organizations, i.e. the Bombay TV Centre, the Bombay City Social Education Committee, and the Institute of Communication Arts, St. Xavier's College. Before transmissions started, a preparatory workshop on 'Literacy and Television' was held at St. Xavier's College from 12 to 25 June 1974. The objectives of the workshop were to formulate plans and discuss in detail the modalities of using TV for adult education. The actual broadcasting of adult education programmes began on 10 September 1974 and lasted for about four months. In selected low-income localities in Bombay where adult literacy centres were in operation, thirty-eight TV sets were installed for community viewing. The results of this joint effort by the TV centre, a voluntary organization and an educational institute were evaluated.[6] The evaluation revealed the need for: (a) changing the present curriculum and making it more relevant to the life-problems of the learners; (b) revising the approach, teaching methods and materials accordingly; (c) preparing prototype materials, based on audience research and a revised vocabulary; (d) preparing work books for animators (teachers) and learners.

After the experiment, the Bombay City Social Education Committee submitted a proposal to the Government of India for making adult education on TV a regular feature. The proposal was accepted. The adult education TV programme entitled Dnyan Deep is still broadcast although the role of the voluntary agencies is now limited to organizing Dnyan Deep mandals (viewer's forums or clubs) in deprived sections of Bombay. It is estimated that 100 such Dnyan Deep mandals are functioning in different parts of Bombay, but the intensity of interest and involvement in the project seems to have declined over the years.

Voluntary work depends upon the dynamic leadership and resources available. Voluntary organizations frequently initiate action either because resources are available or there are greater possibilities for obtaining funds for a particular activity. The experimental use of TV for adult education by the Bombay Social Education Committee perhaps falls into this category although there is no evidence to substantiate this.

Case V: Education for Life

The Television Centre, Madras, in collaboration with the Department of Adult and Continuing Education, University of Madras, and the Directorate of Rural Development, Government of Tamil Nadu, launched a literacy/adult education programme through TV on 2 October 1978. The programme 'Education for Life' is designed to transmit knowledge and skills and to create opportunities for self-fulfilment for those who have no formal education as well as for those adults who left school early. The programme has three major components: awareness, vocational skills, and literacy.[7]

For this project, the state government provided TV sets to 269 villages in the District of Chingleput for community viewing. Various persons were nominated to operate the community sets which were located in central places such as schools or a panchayat ghar (office of the village council). Preliminary results of an evaluation study of the project by the Department of Adult and Continuing Education show the effectiveness of TV as a medium of communication in areas of health, nutrition, family welfare, agriculture, etc.

Case VI: Two further projects

Lastly, mention may be made of two other programmes of social education through television.

(a) An interesting weekly programme from Delhi TV was broadcast some years back under the title Jara Sochiaye (Think). Each programme in the series highlighted one or two civic and social problems and concluded by urging viewers to think about the issues raised. Audience research studies during the period established the popularity of the programme, but no systematic study was made to determine actual attitude or behaviour changes that might have been brought about. It is, however, certain that the programme succeeded in making people aware of various civic and public issues.

(b)Jaan Hai Jahan Hai, a recent Delhi TV programme about common ailments and health problems, has become very popular with viewers. Experts from the medical profession are involved in the production of the programmes and the large number of letters seeking further clarification and advice is indicative of its effectiveness and utility.

OTHER MEDIA

In addition to radio and television, such other media as cinema and folk arts have also been used for promoting adult education. India is the largest producer in the world of feature films: no fewer than 763 were produced in 1982 in addition to 159 documentary films. Most feature films take the form of popular entertainment but the documentary films are intended to serve an educational function. Some of them especially emphasize the theme of adult education, for example a recent documentary in Hindi, Likh Ke De Do, containing a strong motivational message for illiterate adults.

The exhibition of documentaries in cinemas is a legal requirement. In addition, the mobile film units of the field publicity departments regularly exhibit documentary films in rural areas. The Central Government operates some 257 field publicity units while the publicity departments of the state governments also have their own mobile film exhibition units.

The field publicity units organize film shows, plays and programmes of folk songs and dances for public education. Meetings, seminars, symposia and debates are also organized on various themes. Supporting publicity material such as photo exhibitions are arranged and posters, pamphlets, etc. are distributed. Through these publicity efforts the government seeks to inform and educate the masses about its plans, programmes and activities so as to promote awareness and motivation for development. These exhibition facilities, however, are very inadequate in view of the size of the country and the dimensions of its problems. Furthermore, documentary films and even audio-visual and printed publicity materials are generally not area-specific and hence are not a very effective means of communication.

India has a rich heritage of traditional folk art forms. These are effective modes of expression, communication and entertainment, especially where rural populations are concerned. Realizing the significance and power of folk arts, India is making efforts to revive, strengthen and utilize the folk media not only for cultural enrichment but also for social education and development. Voluntary organizations often make use of local folk media with a view to motivating the people to take advantage of their adult education programmes.

Advertising has also been used for promoting adult education. Radio and TV spots on the theme of literacy and adult education are used for motivational purposes.

CONCLUSIONS

Education is considered a prerequisite for development. It endows people with knowledge, skills and orientation. In broad terms, education is a socialization process which facilitates not only the learning of knowledge and skills but actual modes of behaviour and thinking. India, like other developing countries, gives high priority to education, not so much for the sake of learning as such but as an instrument and facilitator of the development process.

Along with the expansion of facililites for formal education, tremendous efforts are being made to spread literacy and education through various adult education programmes. All available resources are being mobilized to achieve the goal of universal literacy and education as rapidly as possible. The various mass media are utilized for adult education programmes.

The concept of adult education in India is broad and encompasses awareness, skills and literacy. Adult education is now viewed as a broad movement for informing, educating and motivating the adult population on a variety of subjects relating to their personal and national interests. In the process, besides learning to read and write, the people are taught specific relevant skills and are made aware of various other problems of society and of their solutions so as to enable them to lead a more satisfying life and contribute to national development as responsible citizens.

India has used the mass media for a variety of adult education programmes over the years. Here, only specific case studies involving radio and television, the two major mass media systems in the country, have been discussed, the other media being only briefly mentioned. It emerges that most of these programmes first began as highly successful pilot projects and were later expanded to become regular programmes which, however, often proved less successful.

The radio rural forums are a case in point. The pilot project in five districts of Maharashtra was a very successful programme. All those concerned considered the approach to be sound and felt that the scheme should be extended throughout India. The actual decision to expand the scheme of radio rural forums, however, was only taken three years after the completion of the pilot project in Puné. This delay in developing a pilot media project into a large-scale continuing programme is symptomatic of procedural delays in the Indian system of planning and execution of developmental projects, as well as of the problems of finding and allocating the requisite resources of men and materials for such expansion. Even if decisions are taken and funds allocated, the achievement of fiscal targets is not easy. For instance, in the third five-year plan, when the radio rural forum was the most popular media approach to rural education and development, it was stipulated that 25,000 forums should be organized during the plan period (1961-65). In actual practice, only 12,000 forums were in operation by the end of the plan.

Notwithstanding this poor performance in setting up the desired number of forums, the underlying philosophy and approach were still considered sound. In 1964, after a careful and critical look at the forums, a national committee recommended that they should be rapidly expanded to cover all of rural India. All villages having a panchayat (village council) should have a radio rural forum - in other words about 500,000 forums were to be established.

However, in 1969, there were only 0.21 million community radio sets, including both rural and urban community sets. With the advent of the transistor era, the number of private radio sets led to increased questioning of the value of the community listening scheme. Thus, in 1969, the Government of India discontinued its subsidies so that community listening lost its official status in most states and the number of community sets declined. Today, it is estimated that there are 23,000 rural radio forums and 42,000 charcha mandals with varying degrees of activity and enthusiasm.

Not only has the number of radio rural forums declined, but there is less enthusiasm for the forums among broadcasters, other officials and the villagers themselves. The availability of transistors in many individual homes is only a part of the explanation: a more important contributory cause is the fact that the programme lost its edge, specificity and focus during the course of the experimental or pilot stage.

To some extent this is natural enough. In a pilot project all those involved tend to make a maximum effort. Since the programme is 'special' in nature and limited in time, participants are conscious of the fact that their individual and collective contributions are under public scrutiny. Adequate resources are available and co-operation is readily forthcoming. Even at village level, the people are conscious of their special importance and status as forum members and take an active interest in the programmes. With the kind of prestige attached to the programme in its pilot stage, decisions and even the adoption of innovations become easy. Once the experimental phase is over, however, and the pilot media project is expanded into a large-scale continuing programme, many new problems arise. In a vast country like India it is not easy to find adequate resources of men and material for converting a pilot media project into a nationwide regular communication programme. Further, even if resources are found for limited or full expansion, the whole operation becomes routine. Not only are available funds limited but enthusiasm for the programme is lost. The involvement of specialists declines. The contents often lack relevance and focus.

Another related aspect may be mentioned. In a pilot project, radio or television programmes are well-thought-out and are developed in a sequential order. For instance, in the radio rural forum pilot project at Puné, a series of twenty broadcasts was prepared with a great deal of preliminary reflection, research and advance planning. Similarly, in the case of the mother-child care radio programmes from the AIR station, Rohtak, a sequential series of twenty-six broadcasts has been planned. The scope and outline of content, guidelines for experts, and even possible questions from the listeners have been worked out in advance. This kind of sequential development of a particular theme is bound to arouse far greater interest among the audiences and also have a greater impact than the ad hoc and unrelated radio and TV programmes of adult education.

Additionally, the more extensive association of experts with programme production during the pilot phase lends far greater credibility to the programmes, thereby making them more acceptable to the audience than is usually the case in large-scale and on-going regular radio and television programmes for adult education.

Since media pilot projects for adult education are confined to a limited area, the radio and TV programmes can achieve far greater specificity not only in terms of content but also in terms of language and treatment. This is often lost sight of in regular programmes. Media support for various routinely produced adult education projects also tends to be somewhat uninteresting and ineffective.

From this analysis it emerges that the pilot or experimental projects using radio and television for the purposes of adult education (which includes awareness, skills and literacy) have been successful. But once the same idea is expanded into a large-scale continuing programme, the content tends to be too general and the information given is either already known, poses difficulties in comprehension, or is irrelevant, leading to a failure to arouse interest or even a loss of existing interest on the part of audiences. If pilot projects are to be of relevance then the content of the regular media in support for adult education programmes must be area-specific, problem-solving, need-based and must be given in syllabus-oriented sequences to yield maximum results.

In considering the use of the media for education it must be borne in mind that the educational process is facilitated by relating the new information to existing knowledge. Thus, to achieve optimum results the relational functions should be strengthened.

At the pilot stage the linkages are so strengthened. New links are also formed, wherever necessary. the staff especially created for adult education programmes such as the radio rural forums and mother-child care performed linkage functions effectively, helping not only to organize listening groups but also to relate the new information to the listeners' experience, clarify their doubts and consider their problems. In group listening, there is 'interface' and 'interplay' between the mass media and interpersonal communication, the two modes of communication strengthening and providing sustenance to each other. The stronger or more effective such links between different modes of communication, especially mass media and interpersonal communication, the more effective the communication.

But in a regular programme adequate attention is not usually paid to this question of linkages, because it becomes routine, not enough manpower is available, and resources to train the limited manpower for the job are inadequate.

At the risk of over-generalization, it may be said that the communication supports of development programmes are invariably ad hoc inputs. All the communication inputs through radio, press, audio-visual and interpersonal channels should be linked together so as to achieve effective interface and interplay of information through different sources for optimum results. The issue is not simply that of generalized versus locally oriented content and language but the lack of adequate linkages between various modes of communication with the people.

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THE CONTRIBUTION OF THE MEDIA TO ADULT EDUCATION: A HUNGARIAN CASE STUDY

by Katalin Hanák

RELATIONSHIP AND CO-OPERATION BETWEEN ADULT EDUCATION AND MASS COMMUNICATION

Framework of interpretation and forms of application

The interpretation and examination of the theme is made difficult by the fact that it is not completely clear what is meant by the contribution of mass communication to adult education. Obviously, the various products of mass communication play a significant role in increasing all types of knowledge even if not organically incorporated in systematically operative forms of adult education.[1] Radio and television programmes providing high-level surveys of recent scientific advances, debates and discussions usually meet with an active public response and in this way contribute to the organization of the 'publicity' element. The same applies to those programmes which are heard or viewed by a relatively limited number of people since the target audience - particularly intellectuals or other social groups particularly interested in the theme - transmit the knowledge and information gained from the radio and television through informal channels of personal communication. In this way, the mass media also recruit the opinion leaders who disseminate the content of popular radio and television scientific programmes in a broader circle than that of the actual listeners or viewers.

The situation is much less encouraging if we consider the role of mass communication in systematically organized adult education.

Adult education in Hungary has a long history.[2] Although the tradition of an exclusively oral transmission of knowledge was abandoned some time ago, it is only recently that radio and, to a somewhat larger extent, television programmes have emerged among the media of demonstration. This is due not only to the fact that the various media react through criticism and reviews to each other's contributions, but that some newspapers and periodicals regularly publish either a resumé or the complete text of popular science programmes transmitted by radio or television.[3] The recording of thought in written form, because of its durability, undoubtedly increases the efficiency of the educational function. This is indicated by those books which regularly publish the text of radio and televison science programmes of outstanding quality. Such books, published in large editions, have become textbooks for several natural or social science courses.

Some topical adult education issues

Over the past decades, particularly keen attention has been paid in Hungary to adult education.[4] As a consequence of the scientific and technical revolution, professional knowledge tends to become more rapidly outdated than in the past, and this concerns every intellectual and skilled manual activity. Lifelong education and continuous updating of knowledge are basic requirements for efficient work.

As in other parts of the world, there is keen discussion in Hungary as to whether differentiated vocational specialization in ever narrower fields is more useful and efficient than integrative education providing up-to-date general

bases for higher-level qualifications. It would seem that the latter approach is increasingly favoured by scientific and educational experts.[5]

This concept is in fact connected with the immediate and anticipated situation of the Hungarian economy and society. The new system of economic management introduced in 1968 endeavoured to mobilize economic and social resources in the interest of intensive development and efficiency, instead of primarily extensive economic development. The results of the new economic policy and its occasional setbacks indicated that an intensive and efficient economy and optimal profit on innovative and creative intellectual capital can only be achieved with a work force which can adjust to the rapidly changing conditions of the economy, including conditions and changes brought about by the transformations of the world economy.[6]

The application of modern technology not only depends on the means available, but also on a whole complex of human factors. The outstanding importance of intellectual capital, already referred to, implies an emphasis on the significance of the human factor, of accumulated human knowledge.

The rapid and radical socio-economic changes which took place in Hungary after 1945 together with the modernization process affected the life and lifestyle of families as well as their behaviour. Industrialization and urbanization (ever more rapidly spreading in the villages) and changes in social values, or more accurately, changes in value preferences, created new conditions which, in addition to positive developments, also brought about negative phenomena and tendencies. It is for this reason that knowledge concerning human relations, the micro and macro surroundings, roles and confusion of roles, has such an important place in adult education.

The dynamically increasing number of households with modern technical facilities has transformed household tasks and customs and, coupled with other changes in the way of life, has increased the value of leisure time. This has also brought a new element into adult education. While in the past hobbies seemed extravagant and were only engaged in by well-to-do people, mass communication and adult education now provide related knowledge and information. A similar evolution can be seen in what is usually called everyday culture, e.g. publicity in favour of a modern and healthy diet, home culture, a healthy way of living, and so on.

This rough listing suffices to indicate the multifarious fields and tasks of adult education. Even if radio and television regarded adult education as their main assignment - which is naturally impossible - they would still only be able to broadcast a fraction of the knowledge affecting the main fields of adult education.

Before relating concrete experiences, it is necessary to clear up certain illusions or myths. The number of participants in adult education has undoubtedly increased since 1945 but it would be naive to imagine that the majority of the country's adult population spends most of its free time in self education or adult education, particularly because a considerable part of the adult population (according to some estimates about 70 per cent) are involved in the so-called 'second' economy while engaged in their main occupation. The second economy is not a black market, but a legal source of supplementary income which simultaneously contributes to the economy.

The way of life in Hungary is strongly work-centred. Hence, the work of those institutions which organize various forms of adult education, and the efforts of those people who, in addition to their work, spend time and energy participating in adult education are the more noteworthy.

Potentialities - possibilities

The place of adult education programmes on radio and television is strictly limited by the number of channels and the broadcasting time available. Hungarian Radio has three channels which broadcast from early morning until late at night. The first channel speaks to 'everyone', in so far as it transmits programmes which are considered to be particularly important. The second channel is characterized by colourful magazines, music, and programmes of general interest. The third channel only reaches those who possess a set designed to receive VHF broadcasts. It is intended for those who have 'higher' cultural interests in the arts, music, and the sciences. (Most language lessons are also broadcast on the third channel.)

Although those programmes which disseminate knowledge and hence contribute to adult education are more frequent on radio at different hours than on television, there is a general tendency to broadcast such programmes before the peak listening period or after the main programmes late at night. It is therefore not surprising that the adult education institutions and classes can make only slight use of the 'live' radio broadcasts. This means that tape recording of lectures for use, wholly or in part, during adult education classes is essential.

Hungarian Television has two channels or, more accurately, one and a half since the second channel is poorly received, or not at all, in certain parts of the country. During weekdays - with the exception of Monday, which is a non-working day - transmission starts on the first channel at 8 a.m. and mostly provides school television programmes. The majority of the scientific and knowledge-disseminating programmes are scheduled for the afternoon, generally before or after peak viewing time and are primarily intended for an intellectually sophisticated audience.

Programmes of cultural and scientific interest are more frequent on the second channel and are often scheduled during peak viewing hours.

Objective considerations accordingly limit the possibility of making live scientific TV programmes an organic part of adult education although obviously this could be offset by the large-scale use of video recorders.

An increasing role for the dissemination of knowledge by the mass media for the purposes of adult education is also made more difficult by the fact that the adult education network is relatively dispersed. It is structured both vertically (from the higher national bodies down to the major and minor provincial local institutions) and horizontally and it would be virtually impossible to provide even a rough list of the many different state and social institutions engaged in adult education in Hungary.

The most comprehensive institution is The Society for the Dissemination of Scientific Knowledge, founded more than 100 years ago and covering the whole country. Its departments are concerned with every branch of the sciences and related practical activities, and organize scientific debates and interdisciplinary scientific conferences. However, its main function is the

organization of courses and club meetings for the public which partly inculcate practical skills. It is also a leading organizer of language courses.

In Hungary the councils comprise the central administrative bodies of the State. Through their education departments, the national and local (county, town and village) councils maintain and operate the cultural houses and centres. The individual trade unions affiliated to the Central Council of the Hungarian Trade Unions also have educational houses and cultural centres. Similarly, the trade unions handle vocational further training and retraining. The Patriotic People's Front, a national political and social mass organization, is also an efficient organizer of social and cultural dissemination. The Hungarian Red Cross is primarily a sponsor of health publicity.

Since almost every social organization has adult education institutions while every ministry or major economic organization holds special adult educational courses, it is obvious that the number of case studies in the present report must necessarily be limited.

EXAMPLES FROM BARANYA COUNTY AND THE TOWN OF PÉCS

Reasons for selection

Baranya County and its main town, Pécs, have been chosen because they offer several examples of how mass communication is built into adult education. The selection has also been motivated by the fact that a regional television studio operates at Pécs, as well as a cable television service in the new suburb.

The Educational Centre

One of the latest cultural centres of the town is the Educational Centre in a newly populated housing estate. This tasteful and modern centre, built a few years ago and still being extended, is somewhat similar - on a small scale and mainly in its internal layout - to the Pompidou Centre in Paris. It is similar also in its function, since its up-to-date cultural, technical and video technical resources help visitors to become acquainted with the operation of these and to learn how to use them. The Centre is particularly well-equipped with audio-visual facilities.

The Centre was primarily designed to serve the suburb in which it is located but during its brief existence it has become so popular that many people from the inner city of Pécs regularly visit it. Its various adult educational courses are as follows:

Adult education courses (1984)

Subject	Number of groups	Number of participants
Aerobic	5	86
Shorthand and typing	3	52
Machine embroidery	2	23
Women's gymnastics	1	14
Stage directing (theatre, TV, etc.)	1	19
Languages	7	100
TOTAL	19	294

Workshops and clubs set up for adults (1983)

Subject	Number of participants
Friends of nature	20
Calisthenics	56
Visual	84
Music	31
Drama	58
Technical	35
Foreign languages	62
Pedagogy	20
Symphonic music	38
TOTAL	404

The Centre undertakes complex public educational and adult educational tasks. As far as possible, knowledge acquired from radio and television is included in the courses, in the work of the workshops and in club meetings.

The cable television service in Pécs

One of the main aims in setting up this service was to provide a forum for residents of the suburb. Part of the programmes, particularly at the beginning, were produced not only by 'professionals' but also by amateurs. The work of the cable television service was given substantial support by the staff of the Pécs regional television studio of the Hungarian Television, which also produces and transmits independent programmes.

For the time being the suburban cable television service at Pécs transmits programmes on the last Monday of each month when the national network is closed down. Naturally, not all the programmes fall within the framework of adult education (most of the reports and documentaries deal with residents' topical problems) but almost every transmission includes some programmes which not only transmit knowledge but try to involve viewers in various forms of adult education.

In May 1983, the Mass Communication Research Centre surveyed the reception and possibilities of the Pécs suburban cable television service. This survey reported that 90.1 per cent of the local residents knew that the cable television programmes were transmitted from the Educational Centre. Almost one quarter of the interviewees were personally acquainted with those who appeared on the broadcasts. During the period concerned, almost 50 per cent of the residents regularly watched the programmes.[7]

The importance of 'personal acquaintance' with the presentators and the part played by this aspect in inducing viewers to join some type of adult educational activity or make use of the educational services offered is illustrated by the example of the Contact Psychological Advisory Bureau operating at Pécs.[8] The cable television service and the county newspaper covered the aims and function of this new service on several occasions, and also introduced the experts (psychologists and physicians) who provide advice. The activity of the Bureau is mainly centred around the following problems: loneliness, contact making, marriage, divorce, self-knowledge, social skill (adjustment difficulties). The favourable results already obtained indicate that it would be worthwhile to set up a team consisting of marketing (economists), radio and television experts to assist the Bureau in the improvement and popularization of methods for the dissemination of knowledge.

A leading figure in the Bureau, József Telkes, has noted: 'Initially when we published information in the various media, we emphasized the content and specifics of our services, as well as the psychological aspects so as to ensure that as many people as possible should know the nature and purpose of methods for mental hygiene ... Since then, we have come to realize that ... psychological "dissemination" has certain limits. The invitation to utilize these advisory services proves to be a valid task, while psychological dissemination in the narrow sense may be of limited value'.[9]

The activity of the Contact Psychological Advisory Bureau indicates that the relationship between adult education and mass education can only be genuinely fruitful if it applies not only to the various forms of dissemination, but also to joint dissemination by the different mass media. As a first step, the Bureau organized a series of lectures about the family (is the family in 'crisis'?) with the participation of sociologists, lawyers, psychiatrists and so on. These lectures invariably attracted a large audience. The Bureau also organized Psychological Culture Week at Pécs, during which appropriate films were shown each evening followed by discussions.

A psychological information column was initiated simultaneously and has since appeared fortnightly in the county newspaper (The Transdanubian Diary) in conjunction with the cable television programmes.

It is not possible in the present context to provide a more detailed exposition of the connection between macro and micro social factors which highlight problems of mental hygiene related to the stability of families or the modernization process. In summary, it can only be said that many aspects of the Pécs initiative would seem to offer a valuable example as does the invitation extended to journalists of the country newspaper to appear before the camera as guests during the psychiatric discussions.

The scale of the psychological information programme was broadened by the addition of a radio series entitled Human Problems. With the Pécs correspondent of the Hungarian Radio, well-balanced discussions are conducted on problems of everyday life and the role of psychology in everyday life.

The Youth House at Pécs and the teleclub of the MTV (Hungarian Television) Pécs studio

The Youth House at Pécs is a centre for young adults. In co-ordination with the MTV Pécs studio, a teleclub was organized where participants view the documentaries of the Pécs studio. The discussions following the projection are attended by sociologists, historians, and other guest experts, as well as by the film-makers themselves. The regional studio at Pécs usually holds discussions and debates on its films and these are sometimes of major public interest. The teleclub programme is published in the publication Telenews which also draws attention to future transmissions. The meetings, which have been regularly held since 1982, may be considered as a particular although undoubtedly loose form of adult education but young people are equally pleased to participate.

To obtain the opinion of young adults, and hence feedback, about the documentaries of the regional studio is only one aim of the meetings. The other and more important aim is to enable participants in the discussions to become better acquainted with a variety of problems directly concerning them. In addition, certain historical and sociological issues are discussed at these meetings, thereby expanding the social knowledge of the participants.

It is fortunate that the discussions are always attended by the programme's editor-reporter, cameraman and director. Thus, the audience is encouraged to take an interest not only in the content of the documentary but also in its presentation, dialogues and images. Another approach which has proved successful consists of ensuring that the guest at the meetings following the projection is almost always a young although well-known and experienced expert. Their attendance means that local problems are given a national dimension, and at the same time that they enrich basic historical, sociological, socio-psychological, ethnographic and other knowledge.

Although the audience of the teleclub has changed during the years, there is a relatively stable core. Thus, the systematic co-operation between the local television and the Youth House makes it likely that, in becoming young adults, participants in the discussions will be interested in setting up teleclubs in their own field and in their own workplace.

National minority TV programmes - national minority clubs

As several national minority groups live in Baranya County, the regional television studio at Pécs produces German (Unser Bildschirm) and Serbo-Croat (Naš Ekran) language programmes. (Programmes in Romanian and Slovak are produced by

the regional studio at Szeged. These are also transmitted by the national network.) The National Minority Forum, a programme in Hungarian produced by the Pécs regional television studio, has also played a major role in strengthening dual identity and adaptation to the language and culture of the national minorities concerned, and to the country in which those minorities are living and of which they are citizens with full and equal rights.

However, these programmes for national minorities can only be considered to a limited extent as adult education programmes. Yet, since the programmes are discussed in a more or less organized form in the four major national minority clubs of the county - at Pécs and at Mohacs - they undoubtedly fulfil a function in adult education. These colourful programmes provide important knowledge about the national minorities concerned, their past, their folk art and cultural traditions, and their present situation. At the same time, they foster the mother-tongue of the national minorities.

FAMILY - SOCIALIZATION - SOCIETY

Some topical issues

It can hardly be considered a coincidence that in Hungary as elsewhere, family sociology is now one of the most highly developed branches of sociology. All those socio-scientific fields dealing with the life of families, with their socializing tasks, and with their stability have come to be a focus of interest.[10] Although the modern nuclear family shares its socializing functions with a number of other institutions - day-care centres, nurseries, schools, and the mass media - the family is ultimately the main socializing institution. The family creates an intimate environment which satisfies the basic necessities of life for each of its members, both children and adults.

It is true that numerous negative phenomena have also been apparent among Hungarian families in recent years. To mention only the two most important: the number of divorces increased (and consequently the number of broken families) and families had fewer children. This has sometimes been seen in Hungary and elsewhere as a crisis of the family. Together with several sociologist colleagues, the present writer is not of this opinion.[11] What is involved is not a crisis, but certain radical socio-economic changes, such as the mass employment of women, which naturally affect the objective living conditions of families, the relationship between couples, and the values connected with the family. In other words, the basically positive processes are not always free of negative concomitants.

The foregoing, while admittedly incomplete, may give some idea of why programmes dealing with the family play such a particularly important part in the Hungarian mass media and adult education. Family life and the confusion of roles which frequently occurs would not give rise to so many crisis situations, not to mention the breakup of families, if the members would learn what it means to live in a family and how the accumulation of problems and conflicts can be prevented. Finally, they should also learn how to ensure the smooth socialization of children and young people. Family conflicts do not merely concern the relationship of couples, but also the relationship of parents and children.

Mass media programmes dealing with the family and with socialization are never short of topics since changes in the ways of life and the connected values are continuously resulting in new problems in the life of families.

'Family Circle' clubs

A great many radio and television programmes deal with the family - and with adult education. Family Circle has primarily been selected as a case study because these clubs have an established national network whose members, under the guidance of pedagogues and psychologists discuss the television programme Family Circle which is generally screened every month.

Family Circle is one of those exceptional programmes which are screened by the first channel at peak viewing time (from 8 p.m. on). (It should be mentioned that several television critics have protested at the screening of Family Circle at such times. Some argue that the television audience as a whole should not be bored by didactic parables during peak viewing hours, while others mention the uneven standards of the programme itself.) According to the data assembled by the monitoring service of the Mass Communication Centre over several years, the ratings for this programme are extremely high, usually 44 to 50 per cent, i.e. between 3.5 and 4 million viewers! Combined with a relatively high appreciation index, this shows a greater degree of interest than the usually popular scientific programmes.

Family Circle depicts and discusses various aspects of family life and the conflict situations in family relations and roles. The material for the programmes - especially at the outset - was compiled by experts and scientists dealing with families. The script was based on this 'dry' material and endeavoured to establish a scientific profile, naturally taking into consideration empirical research. The programme is produced by Endre Kelemen, head of School Television. He outlines family problems and situations which are depicted by dramatized inserts and scenes played by actors. Although these stories give colour to the programme, the didactic content is often over-obtrusive and gives the impression of being drawn not from life but from an impersonal laboratory. Over the years, the standard of these dramatic inserts has been improved and the various experts no longer appear in the closing sequence to explain why one or another figure in the story acted or behaved in the right or wrong way. Thus the explanatory character of the programme has been to some extent reduced. At the same time, socio-psychological and dramatic techniques have been developed to enable viewers to draw certain conclusions for themselves.

The clubs were organized by the School Television service in co-operation with the Patriotic People's Front and the local branches of the Society for the Dissemination of Scientific Knowledge. The club managers are sent the text of the scenarios in advance and in this way, instead of relying on a single viewing of the programme, can make a thorough preparation for the debate on the adult educational content of the programme. At present, 70 such clubs are continuously operating to which must be added occasional club meetings, bringing the number to almost 100. Club leaders, in addition to the scripts of the programmes, also receive other material. The 2nd National Conference of Family Circle Club Managers was held in 1983, and the conference material indicates that these clubs comprise a valid form of adult education.[12]

'Family Circle' club meetings

Club meetings are held on the day after the broadcast and members pay particular attention to the programmes so as to be able to express their opinions. Nevertheless, it is useful if club managers briefly summarize or expose the main problems tackled in the programme. The debate about the programmes is

primarily oriented to the interest of parents. This is a major merit of these meetings since parents discuss issues and debate opinions at length and precisely those concerning questions with which they are personally concerned. The club meetings provide for informal discussions and debate is their 'life blood'.

The December 1983 programme gave rise to a justifiably intense debate which may be thought to support the view that family programmes on television should also provide sex education. This particular programme dealt with a case which was far from unique. Certain parents and teachers had demanded a severe reprimand for an extremely sympathetic and intelligent secondary-school teacher. One of her 17-year-old girl pupils who was frightened of her strict parents felt able to confide in the young teacher. The teacher advised the girl how to obtain a legal abortion. Most probably the girl would not have got into such a situation if she had possessed a minimal knowledge of sexual life and if she had known what irreparable damage an induced abortion may cause. The disciplinary commission, after having heard all the circumstances, acquitted the teacher.

The participants in several Family Circle club meetings disagreed with this decision, arguing that the teacher should have informed the parents of their daughter's pregnancy. This would unquestionably have been the correct procedure in a 'normal' case, but in so far as the programme showed that the parents treated their almost grown-up daughter like a baby and exercised extremely strict discipline, the teacher's attitude was in a number of respects humane and ethical. One of the merits of the programme was that it did not attempt to solve all the problems and conflicts involved but did encourage both teachers and parents to think about the issue.

Another Family Circle programme which came up for discussion unfortunately dealt with an artificial situation. In 'The Forgotten Cassettes', a group of television reporters interviewed each member of an average Hungarian family - father, mother, a younger child and an adolescent - and allowed them to pour out their hearts. When the team left, the family started to make order, and found the 'forgotten cassettes', which of course were empty. They served as an excuse for the members of the family to recall who said what in front of the camera. These monologues and dialogues revealed that in reality they did not know each other's problems, since those problems were never mentioned during the everyday conversations.

It might be imagined that it would be well nigh impossible to discuss such a programme interestingly and in depth for two hours. The thirty parents, mostly manual workers who met in a general school in the outskirts of Eger (the seat of Heves County), proved that it was possible. In all likelihood, experience acquired during earlier meetings, in conjunction with their own background, enabled participants to conduct a serious debate on the programme, seen both as a TV production and as a transmitter of thoughts and problems. Almost everybody agreed that the accelerated tempo of life, and the frequently heavy commitments of parents, leave less than the necessary time for meaningful conversations between family members. Although the concept of the family as an intimate nexus was not specifically mentioned, the discussion nevertheless centred around that concept. Opinion was divided as to whether husbands or wives should 'bring home' problems arising in their workplace, including supposed or real injustices. An even more lively discussion concerned the question of whether parents should involve adolescent children in the problems of adults.

Written material covering some thirty Family Circle club meetings and cassette recordings of the debates seem to indicate that this form of adult education is of an undoubted social and pedagogical benefit. The sometimes naive and didactic stories of certain programmes, even if they do not satisfy all the requirements of peak-hour broadcasts, nonetheless transmit much important information about the family. Viewers are faced not only with those well-known factors which may destroy the stability of a family, but also with those small fissures which sometimes widen and accumulate and which can equally weaken the stability of the family and its socializing function. This can also lead to mental hazards, particularly for the weakest member of the family.[13] One of the virtues of these programmes is that they deal with the communication relationships within the family, the strategies and tactics which are important indices and manifestations of the family micro-world.[14]

'Parents' School' and 'Parents and Education'

The thirteen-part TV series entitled Parents' School deals with the education of children from infancy to the age of three. The series 'introduces the life of a few families with small children in natural situations, during feeding, bathing, movement and playing, at home, on the playground or with the grandparents. The camera emphasizes and places their life under the magnifying glass, particuarly those details which are frequently ignored.'[15]

As the series introduces basic and modern methods in the care of infants and small children 'young mothers' clubs' have been set up in some cultural centres, where the programmes are jointly discussed.

In the town of Gyöngyös and its outlying areas (Heves County), the educational department of the town council, together with the local Society for the Dissemination of Scientific Knowledge set up club meetings some ten years ago entitled 'Parents and Education'. To begin with, clubs were aimed at the intensive involvement of parents having children of day-care centre age and became known as 'Toddlers' Clubs'. At a later stage, the club movement also covered parents of nursery and school-age children. The number of lectures at Gyöngyös and in the surrounding villages amounts to 400 to 500 a year. Each meeting is attneded by between 30 and 120 people.

From the beginning, the organizers relied on mass media programmes for the dissemination of relevant information and on such radio and television programmes as could bring topical questions more closely home to the parents.

Genetic counselling

In 1976, television screened a ten-part series by the geneticist Endre Czeizel entitled Secrets of our Birth which proved highly successful and which mobilized a broad public. The primary aim of the series was to follow the life process from conception to birth so as to ensure that parents need not face the problem of 'accidental' births. It also explained how parents can raise children to be as healthy as possible, and dealt with infertility and its remedy, and the hazards to the embryo, which may lead to the birth of seriously handicapped children.

The Hungarian Red Cross organized several clubs where interested parents, with the guidance of experts, discussed the series. Viewers wrote a large number of letters and their questions were answered in the last transmission of the

series. After the series, there was a significant increase in the number of people who brought their problems to the Genetic Counselling Centre.

The series also demonstrated the value of co-operation among several mass communication forums. Questions which evoked the greatest interest were continuously answered by experts in the column 'The Doctor's Answer' of the Family Journal. Another indication of success was the 800 clubs set up all over the country; in Somogy County, for example, 114 clubs were set up. It is worth noting that some of the clubs remained operative even after the debates on the television series were concluded. They continued to rely on mass communication material dealing with health care and the family.

RADIO AND TELEVISION CO-OPERATION WITH THE SOCIETY FOR THE DISSEMINATION OF SCIENTIFIC KNOWLEDGE AND WITH THE CULTURAL CENTRES

The possibilities of radio

Although almost all the foregoing examples concern the role of the television in adult education, the picture would be distorted without the inclusion of other examples showing the part played by radio. Like television, radio also co-operates with the Society for the Dissemination of Scientific Knowledge. Not only has the Society made use of the radio's high-level language lessons in its own courses but there have been several joint undertakings over the years. For example, the Society and the Literary Department of the Radio organized a joint programme and debate while the Society's natural science and social science lectures often utilize radio programmes which deal with recent scientific achievements, or which encourage debate.

Co-operation between the Public Educational Department of the television and the Society for the Dissemination of Scientific Knowledge

Television experts also participate in the elaboration of the Society's programmes, and the latter endeavours to incorporate outstanding adult educational television programmes into its own adult education operations.

The intitial breakthrough was brought about by the so-called Television University, produced by the Public Educational Department of Hungarian Television. The Society's adult education courses included TV transmissions which illustrated the latest results in the natural sciences, which were visually effective, and which encouraged the scientific outlook. Of course, this could be accomplished only where the technical facilities were available for projecting such films. The Society's Natural Science Studio (Budapest) is the most up-to-date basic institution for adult education in the sciences and possesses the most modern video facilities.

Experience has shown that adult education can benefit from those television series which have specific stable themes so that participants in the courses understand which field of natural sciences is being dealt with. The Science Studio attempted to organize courses around Calendar, a colourful and informative television magazine. These courses were moderately successful: the participants were primarily interested in the scientific material and much less in the 'colourful garnishing' connected with everyday culture.

The municipal cultural centres

Five major centres in the capital were visited in order to find out the role played by mass communication as regards adult education in the cultural centres. These centres are well-equipped so that there is no obstacle to intensive use of the mass media. Nevertheless, the integration of mass communication into adult education is for the time being only occasional and incidental or, more accurately, is not as systematic as could be wished.

The Leisure Centre at Almási Square - one of the largest and most modern educational centres in Budapest - possesses all those technical means and facilities which could provide extremely favourable conditions for use of the mass media.

. A group interested in Life and Science (the popular scientific periodical of the Society for the Dissemination of Scientific Knowledge) answer and/or discuss questions published in this periodical.

. A group interested in the problems of gardeners and small-animal breeders, mainly relying on a column with a similar title in the newspaper Free Land, keep abreast of topical questions related to gardening and small-animal breeding.

. Beyond Transmission Time. These meetings and discussions are concerned with unanswered open questions raised in mass media programmes.

. Years for Living. A regular TV programme which deals with the situation, problems and leisure of the elderly, for instance how elderly people can find a fulfilling activity and how their loneliness can be remedied. In connection with this programme, various events are organized for the elderly, while the younger generation is invited to participate.

. Our Guest Today. Well-known and popular television personalities are invited.

There are also plans to make use of closed-circuit television which has so far not been fully exploited for adult education.

Similar efforts and methods also exist in other cultural centres.

SOME CONCLUSIONS

As a result of co-operation between the staff of public education institutions and the staff of the mass media, traditional (that is, mainly verbal) adult education has shifted course and outdated practices have been abandoned.

One example is the more flexible adaptation by those concerned with adult education to the requirements and interest of the public. The public education institutions must provide knowledge which is in 'demand'. The economic term is appropriate because, although the dissemination of culture in Hungary through books, theatre, cinema, etc. is not a purely commercial operation since it is largely subsidized by the State, the aim is to ensure that public education institutions increase their contribution to the cost of their own maintenance. This also applies to adult education. People pay for courses which interest them even if it is only a minimal and symbolic sum; but even free courses of adult education will only be attended if the public's interest is stimulated.

There are three fields where steps can be taken toward systematic involvement of the mass media in adult education. The mass media should concentrate on producing material which takes account from the outset of the possible

applications in adult education; video techniques must be improved; and last, but not least, all those active in the field of adult education must become acquainted with 'video thinking', with the implementation of video techniques, and with the extensive possibilities of using these.

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ADULT EDUCATION AND BROADCASTING IN THE UNITED KINGDOM: A PARTNERSHIP TO PROMOTE PERSONAL AND SOCIAL DEVELOPMENT IN THE ADULT COMMUNITY

by John Robinson

MAIN ELEMENTS IN THE PARTNERSHIP

This partnership in the United Kingdom has had its ups and downs; but in general it has been a story of gradual progress and of increasing success, with valuable lessons learnt and applied along the way. This is borne out by the number and the varied background of adults who have been attracted to systematic learning by the partnership; and it is apparent in the diversity of means of co-operation that the partners have learnt to employ. There is every reason to suppose that this co-operation will continue to grow and to meet new challenges as the new means of broadcast communication - satellite, cable and audio-visual distribution - make new demands and create new opportunities.

It is very evident that this progress is above all due to three main elements, two of which have been essential and the third necessary at particularly significant stages. These elements are:

Specialist staff

The appointment and enthusiastic commitment of specialist staff for the development of new means of adult learning. In some cases the function of these specialists specifically concerns liaison; in other cases, liaison is accepted as a necessary part of their work. The employment of such staff has waxed and waned over the years; but it began on the broadcasting side very early and has developed more recently among adult education bodies. From the organization of radio discussion groups back in the 1920s through the promotion of language classes and clubs from the 1950s onwards to the campaign for adult non-readers in the 1970s and for computer literacy in the 1980s, the part played by such staff has been crucial. On the broadcasting side they have been known since the beginning as educational producers and education officers, depending on whether their main function has related to production or liaison. They have been appointed by both the BBC and Independent Broadcasting, including the growing number of local radio stations, so that the total number of specialist educational broadcasting staff in the United Kingdom, excluding those responsible for broadcasts to schools, is now around 200 in the production area and about 25 in the area of liaison and field work. The employment pattern has been less clear among adult education bodies, but from the early days of broadcasting individual staff members have been willing to assume responsibility for 'liaison with the media' and this has increased in recent years with specific appointments of media studies officers and organizing tutors for open learning. Their numbers are also less easy to estimate, but they probably run to a few hundred across the country as a whole.

Paradoxically, it was perhaps the earlier appointment of specialist staff on the broadcasting side which strengthened the impression that broadcasting was only interested in co-operation on its own terms, to obtain wider use of its own programmes, having created the expectation of more equal co-operation. Producers were seen as going their own way and BBC education officers were seen as salesmen, when they might have acted rather as talent scouts. The impression has persisted strongly. To some extent it has been justified; and to some extent it has been inevitable, since broadcasting has generally been a centralized activity. But it has been much less true over the last fifteen years; and the adult education

bodies, both traditional and innovative, have come to recognize this. With the development of access to local radio and regional television, of special projects for the disadvantaged, of the use of broadcasting as a 'publisher' rather than a 'central producer', and of much greater flexibility of recording, initiatives in co-operation have become more equally shared and co-operation has been much more even-handed. This evolution has certainly moved step by step with the increasing appointment of specialist staff by the adult education bodies, both statutory and voluntary, to take more initiatives with broadcasters. Hence, specialist staff have again played a crucial role.

Cross representation

The arrangement of cross representation on advisory bodies and working groups of staff working in each half of the partnership has also occurred since the early days of broadcasting, when members of BBC educational staff were active in the deliberations of the British Institute of Adult Education and representatives of adult education bodies were members of the Central Council for Broadcast Adult Education. It has continued through a series of advisory bodies on the broadcasting side (though with some periods when no such bodies existed) and through an informal and ad hoc series of working groups and media studies groups among the adult education bodies. Today the BBC has a Continuing Education Advisory Council with an Adult Education Section; and the national Advisory Council for Adult and Continuing Education (which was recently wound up) has for the past five years had a Broadcasting and Open Learning Committee. Cross representation of individual members has been much more extensive. There have always been members of adult education bodies invited to serve on the BBC's General Advisory Council and on the Independent Broadcasting Authority, while BBC and Independent Broadcasting staff serve on the Council of the National Institute of Adult Continuing Education and many other bodies. Members from both sides sit together on such bodies as the Council of the Open University and the Council for Educational Technology for the United Kingdom.

What is most important is that over the years it has become accepted that adult education broadcasters and adult education organizers and tutors are fellow-members of one community of interest and not in competition with each other. That acceptance has also grown and faded at times; and it is still too often the case that one group meets in conference without the other. That is happening less in the current situation, however, and cross representation is now more extensive than it has ever been before. This can perhaps be seen most clearly in international meetings on adult education, where British delegations increasingly consist of adult education organizers and educational broadcasters, without distinction between them. It is also illustrated by the growing mobility of employment whereby staff move from one branch of the partnership to the other in a way that was much less common only a few years ago.

The degree of success of cross representation involved two specific aspects of co-operation, which are worth raising at this point. One is the possible distinction between co-operation at the pre-broadcast stage, taking the form of consultation and programme advice, and co-operation at the post-broadcast stage, in the form of utilization and follow-up. It is quite possible for one to exist without the other; for advice to be given by adult educators who in the event make no use of the programmes; and for programmes to be used, without any advice having been sought or given. Genuine co-operation has always involved both stages; and that is where cross representation has gradually learnt to play its most valuable part and to exert its most useful influence.

The other question concerns attempts to compare the effectiveness of multi-media learning with traditional class learning. This was much debated in earlier years; but the mixing of the traditions through cross representation has finally shown the emptiness of debate and turned attention to the task of seeking the best blend of learning modes, rather than attempting to compare them in competitive terms. Certainly research is still needed in this field; but it is needed in the new terms, not the old.

Measures of formal co-operation

Special measures of formal co-operation, jointly agreed in constitutional or contractual terms, represent the element that has been necessary for certain precise purposes. During the first forty-five years of this sixty-year partnership there were just two developments of this special kind. One was the Group Listening Movement of the 1930s, in which the Central Committee for Group Listening and the Area Councils consisted entirely of representatives of the adult education bodies while the full-time staff were appointed by the BBC. Training of group leaders began as a BBC responsibility, but passed to the adult education bodies; and the funding of the movement was shared. The other development was the Forces' Educational Broadcasts, running from 1945 to 1952, when the provision of special programmes to help servicemen and women in their return to civilian life was supervised by an Interservices Committee on Educational Broadcasting.

The past fifteen years have seen a remarkable increase in these special measures and specially created bodies, apparently a further indication of the growing acceptance of the importance of systematic co-operation. The new growth perhaps began with the creation of the National Extension College in 1963. This remarkable institution was established by a small group of enthusiasts for distance learning and not by any organized movement from the adult education bodies or the broadcasting services. It was designed from the beginning, however, to draw on the services of all of them, so that inevitably it led to new forms of collaboration. In fact, it has succeeded very well and is now one of the central agencies for effecting co-operation in distance learning, offering courses that include both radio and television and opportunities for class work and group work, as well as for home study.

The new growth really established its pattern with the creation of the Open University in 1969 and 1970. Taking shape from the detailed recommendations of a Planning Committee that had worked industriously for over a year and held extensive consultations with both educational and broadcasting bodies, this newly founded and fully recognized university demonstrated the most refined and systematic form of co-operation that has so far been achieved, perhaps in any country, between the public sector of education and the public sector of broadcasting. The nature of the partnership is enshrined in the Charter of the University; a legal agreement running to several pages gives direction to the nature and procedure of the co-operation, covering joint working of staff, copyright arrangements, engineering services and finance, among other aspects; and the collaboration of academic and broadcasting staff in practice has been effective in ways that have earned worldwide recognition. As a result, some hundreds of thousands of adults with a committed interest in continued learning have had their lives enriched by studying through the University and more than 50,000 have been awarded first degrees, diplomas or certificates.

But the development of special measures has not been confined to these academic purposes. When BBC Education in 1973 agreed to take a leading part in a

new campaign to improve the level of adult literacy in the United Kingdom, it was found necessary to create a new service to receive telephone enquiries about tuition opportunities and to pass these enquiries on to the local adult education services. Thus was born the Adult Literacy Support Services, which later became an independent educational enquiry service, the Broadcasting Support Services, which has provided a referral service for enquiries ranging from basic education for disadvantaged groups to complex enquiries from computer experts.

Another development as part of the literacy campaign was the creation of the Adult Literacy Support Agency, funded specially by the Government to assist the campaign, administered by the National Institute of Adult Education, and vigorously supported by both adult education and the broadcasting services. That agency has been succeeded by the Adult Literacy and Basic Skills Unit, still very active as a co-operative enterprise. Also during this period the Government was persuaded to create the National Council for Educational Technology, later to be reconstituted as the Council for Educational Technology for the United Kingdom. This has been another important channel for co-operation between the broadcasting services and the adult education bodies; and the pressure to form it did come from some of those bodies. Hence, it was almost inevitable that when the Government in 1977 appointed an Advisory Council for Adult and Continuing Education, that Council should include educational broadcasters in its membership as well as organizers and tutors from the traditional field. Nor was it surprising that among its specialist committees was a Broadcasting and Open Learning Committee. The special measures mentioned above are merely the most important that have developed in recent years. Several more could equally be mentioned.

A development of a rather different kind occurred with the coming of Television Channel Four (1982), which was to be a 'publishing' channel rather than a 'production' channel. An initiative was taken by a number of adult educators to form an International Broadcasting Trust, which would commission the making of educational series for Channel Four (particularly, but not exclusively, concerned with Third World Development issues) and also promote the organization of study groups and discussion groups and provide them with study guides and other back-up material. The Trust now has seventy-one member organizations, drawn mainly from educational bodies, development agencies, church organizations and trade unions. It has so far commissioned two major series for Channel Four and has promoted several hundred study groups to make use of them. One of these series is described in more detail further on.

Systematic co-operation between adult education in the field and in broadcasting has been achieved through various blends of these three major elements - and through various ways of optimizing their influence. In some cases it has been mainly the enthusiasm of specialist staff which has provided the driving energy behind a new development in co-operation, with the advisory bodies acting as a useful monitor of its progress. This would appear to have been the case in the development of a teaching service in English as a second language for ethnic minority communities and in a number of projects concerned with the recruiting of volunteers for community service. In other cases the main pressure has come from advisory bodies or working groups, as in projects to help the in-service training of teachers and other professional groups and in new approaches to multi-media courses for accreditation. Some of the most interesting and innovative projects have developed when all three elements have been fully at work. A clear example is the adult literacy campaign, in which full-time staff in both broadcasting and local provision made enormous efforts to make the recruitment of new learners work in practice; in which the advisory bodies gave

full support and much practical help; and in which the two sides of the partnership made joint representations to the government department, the Department of Education and Science, for special funding to help local provision (particularly in training volunteer tutors) and in funding research into the project. Another example is in the field of health education, where broadcasters and physical education groups have co-operated vigorously with health education groups as part of a national campaign promoted by the government-sponsored Health Education Council. Other examples can be found later in the present sruvey.

It might be thought that these elements are so basic and so obvious that they would be included automatically in any expectation of co-operation. In fact this is not the case. There were long periods when neither BBC nor Independent Broadcasting had any adult education staff in their television services, during the 1950s and early 1960s; nor did they have any advisory bodies for adult education. Ironically this was just the time when the adult education bodies were becoming interested in television and when bodies such as the Standing Conference on Television Viewing were most active. It was also the time when co-operation was most difficult and frustrating, because the specialist staff and the cross representation were both lacking. If we look at many other countries, we find a similar lack of specialist staff and cross representation, with the result that broadcasters and adult education bodies work largely in separate compartments, with very little co-operation between them. That is not a general picture now, perhaps, but it is sufficiently common to point the contrast with the opposite situation, where these elements of co-operation are really at work.

It may also be asked whether these elements are so broad in their reach that they cover <u>all</u> possibilities of systematic co-operation. Again, this is not the case. It would be quite possible for this to happen by natural communication between broadcasters and adult educators, without any specialist staff or advisory bodies, but it is significant that this has never happened, at least in the United Kingdom. When these elements were lacking, there was virtually no co-operation and a good deal of mutual irritation was generated. Another way in which co-operation could be developed would be by external pressure on the two sides from government or from some official or powerful body. Again this has very rarely happened in the United Kingdom. The only three examples we can find are the Forces' Educational Broadcasts at the end of the Second World War, launched at the request of the War Office; the formal approach of the Planning Committee of the Open University in 1969; and the Government White Paper of 1962 which permitted an extension of television hours by both BBC and Independent Television if those hours were used for educational programmes for adults. All three were clearly significant interventions; but they did not have the continuing influence that the three elements outlined above have had. In some countries, of course, the role of government and of ministries of education is much more central and continuous in determining degrees and methods of co-operation in education; but that has not been the pattern in the United Kingdom. Rare interventions there have been; but in general both broadcasting and educational provision have been free to develop their own forms of co-operation, subject to the level of their resources - which have ultimately been dependent on government policy.

It is possible to see the main elements at work in a short history of the development of co-operation.

TRACING THE HISTORY OF CO-OPERATION

Essentially, development has been from simplicity and uniformity to complexity and diversity. This is not necessarily a progress, of course; but in this case it has greatly benefitted the variety of co-operation that has thus become possible and the growing number of adults, of all social backgrounds, who have been directly helped by it.

The growing diversity over the years can be seen in at least the following respects: (i) in a broader view of the range of adults with important learning needs; (ii) in the range of educational agencies involved, from the traditional providers of classes for adults, through the public libraries and social service agencies, to community groups, consumer groups and ad hoc pressure groups, and in the various methods of co-operation used; (iii) in the extent to which initiatives in co-operation have spread from the central broadcasting and adult education bodies to the same wide range of 'off-centre' agencies; (iv) in the variety of purposes that broadcasting can serve, as part of the process of co-operation; (v) in the range of appropriate subject matter for adult learning; (vi) in the blending of the broadcast media with other modes of learning, such as print, oral tuition, discussion and practical and social activity; and (vii) in the methods of evaluating the degree of success of each project.

These aspects of development can be clearly seen as the story unfolds. When broadcasting began in the United Kingdom in the early 1920s, the body of adult learners appeared to be very simply defined. It was that committed body of individuals who on their own initiative sought to extend their knowledge and understanding, for their own benefit, for their immediate social class, and in many cases for the community as a whole. It was this minority which had been the main concern of the university extension and tutorial movements, of the Educational Settlements Association and the Workers' Educational Association, of the Co-operative Movement and the development of public libraries; hence, this body of adult learners was seen by all parties to adult education as being the appropriate body to serve. Very soon, during the 1920s and particularly through the 1930s, it became clear that radio could reach much larger numbers with serious talks about important subjects, from ancient history to international affairs, from philosophy to popular science, and that the majority of these audiences had never participated in any formal educational activity. But the concept of the self-selecting student in an adult class gave way slowly to other concepts of learning activity, including individual learning at home. It was not in fact until the 1950s that co-operation to serve a body of informal home learners became in any way an explicit aim. It had been envisaged by some early broadcasters; but it was never taken up by the adult education bodies until well after the Second World War.

The adult education bodies devoted far more energy to the hopes of group listening and wireless discussion groups. Although there were many sceptics among their number, including those who thought that discussing wireless programmes was not a proper activity to promote in adult education, those who appreciated the possibilities of the new medium saw them mainly in terms of gathering a wider body of adults into organized group activity. This was confirmed in 1926 when the British Broadcasting Company (soon to become a public corporation) and the British Institute of Adult Education combined to set up a Committee under Sir Henry Hadow 'to enquire into the educational possibilities of broadcasting'. What it recommended in the following year was more extensive printed support of broadcast programmes and more programmes for more specialized audiences while stressing the

value of wireless discussion groups. It was in fact both an imaginative and a practical report; but it did confirm co-operation very strongly in the traditional mould of adult education.

It was this idea of co-operation which led directly to the Central Council for Broadcast Adult Education and later to the Central Committee for Group Listening (formed in 1936). This was an extensive exercise in co-operation, involving seven Area Councils, each with its own organization, and with well over a thousand listening groups each year. It was also this movement which caused the BBC to appoint specialist education officers, both centrally to serve the Central Committee and regionally to help organize the work of the Area Councils. The Secretary of the Central Committee, appointed by the BBC, had been Director of Education for the City of Oxford; and all six of the regional officers had come from the professional ranks of the education services. The BBC had recruited its educational producers in this way before; but this was the first time that staff were appointed to promote educational activity rather than to produce programmes.

The new movement also meant the programmes were produced with a significantly different purpose from that of earlier productions. They were no longer expected to be didactic in themselves, but rather to stimulate discussion and argument; and so a new appeoach to educational programmes developed. A great deal of organization and effort went into the production of study guides and other supporting literature, including the weekly journal, The Listener, which was founded in 1928 (first issue January 1929) as the BBC's regular adult education journal.

All these developments were to be important in the future. They were also significant at the time; but for several years they remained committed to a limited view of adult learning, namely of groups of adults engaged in intellectual discussion. Apart from occasional courses in conversational French and Spanish, there were no educational programmes designed to encourage practical activity, in music or the arts, in crafts or domestic skills; and there was not much effort to stimulate local community involvement. The number engaged in the discussion groups, moreover, was always a very small minority of serious listeners to the programmes. While the newly instituted Listener Research at the BBC reported that the regular audiences for these educational series could be numbered in several millions, the highest number recorded in listening groups in the best years was some 20,000.

Similar attitudes continued during the war, when strenuous efforts were made to encourage group listening in the armed forces. Some success was achieved when the War Office declared the use of broadcasts to be a useful part of general training, and current affairs broadcasts were extensively used in this way. This reached its highest level of success with the Forces' Educational Broadcasts at the end of the war.

It was not until the beginning of the 1950s that a Further Education Experiment conducted by the BBC concluded that the main purpose of adult education broadcasting should be to serve the large home audience (though group audiences were not to be discouraged). So programmes teaching modern languages and describing life in other countries, programmes for young parents and for the young adult audience, and a wide range of special interest programmes, began to be broadcast, many with substantial booklets, leading later to textbooks. Influenced no doubt by recollections of the Central Committee for Group Listening, it was decided not to appoint any formal advisory body for this work with the result that

formal co-operation with adult education bodies was dormant during these years. There was a good deal of informal contact and consultation; but the BBC's education officers were now engaged mainly in work with broadcasts for schools and there was only one officer with special responsibility for liaison with adult education. Television was gradually replacing radio as the most popular channel of communication and in its current mood of competition - between the BBC and the newly established independent commercial television - was not concerned with educational programmes, other than in a very general sense. There was a growing interest in media studies in adult education; but this was focused mainly on current affairs, drama and popular entertainment.

It was in the 1960s that co-operation became really active in a number of new ways. In 1962 the Report of the Pilkington Committee - one of a distinguished series of seven public committees on broadcasting in the United Kingdom during sixty years - led to a Government decision to allow additional television hours by both BBC and Independent Television if used for 'educational television programmes for adults'. This option was taken up by both systems and led to the appointment of adult education advisory bodies by both of them. Soon afterwards the BBC created a specialist department for adult education television and appointed a small team of three further education officers, each covering about a third of the country. The independent companies adopted a more ad hoc approach, seconding generalist producers to work on adult education programmes; but these producers also discovered a real commitment to the work. The new arrangements - and of course the new programmes - aroused considerable interest in the adult education field; and national, regional and local meetings were soon proliferating, to work out new ways of co-operating with these programmes. Practical co-operation did indeed follow. It was further encouraged by the broadening range of subject matter of the new programmes. Among the early BBC programmes, for example, were series on home dressmaking and keeping fit, starting a family and family budgeting, conversational Italian and German, as well as relativity and human biology. The Independent network offered cookery and flower arrangement, science in the garden and motor maintenance, as well as French conversation, clear thinking, English literature and current affairs. Most of these series were supported by well-illustrated booklets that led in a few years to substantial textbooks. This provision aroused widespread new interests; and enrolments for these subjects in adult education classes, far from being diminished, greatly increased.

It was also during the middle 1960s that the essential planning of the Open University took place; and that story has been documented many times. What has been less fully recorded is the gradual effect of the University on the development of thinking across the whole field of adult education. It was never explicitly stated that the Open University would in future be channelling the new media of learning into the traditional main stream of adult education studies; but there was an underlying acceptance that it would free much of the efforts of broadcasting and the adult education bodies to pursue less academic and intellectual ends and to explore more fully the needs of the less educationally privileged. Such exploration was to become a major concern of the 1970s.

Meanwhile, there were two other significant innovations during the 1960s. The Pilkington Committee had recognized the desire of the BBC to develop a service of local community radio; and a green light was given to the introduction of this service, which led to twenty local stations being in operation by 1971. The limited staffing of each of these stations, which therefore depended crucially on community involvement, included a specialist education producer and also an

Educational Advisory Panel. This confirmed the lessons learnt from experience that specialist staff and representative bodies were essential for effective co-operation in the educational field. And it literally brought a new dimension to co-operation, by making possible the closest involvement of broadcasting staff and adult education staff at the local level. The other important innovation during the 1960s was the rapid growth of closed-circuit television systems in educational authorities and institutions. By 1968, the two largest education authorities in the United Kingdom, London and Glasgow, and about half the universities and higher education colleges all had their own television studios and distribution systems, both to disseminate learning material and to provide communication among the student body. Most of these systems had a number of full-time staff and many had been recruited from the broadcasting services; so there was now a more complex mix of professional skills and relevant experience in all areas of the co-operative partnership.

If the 1960s were the period of expansion, then the 1970s were remarkable for the diversity of adult groups that this new co-operation set out to serve and for the diversity of ways in which they were encouraged and helped. For the most part these groups were very different from the traditional minority of adult students. They included the ethnic minority communities in many British cities, mainly from the Caribbean and the Indian sub-continent, but also from Africa and from other parts of Asia; the large number of people who for many and varied reasons had not gained as expected from their early education and now had major difficulties in reading and writing and simple numerical skills; the unemployed, and particularly the adolescent unemployed; women whose rights had been overridden by traditional male privileges; the elderly; the physically and mentally handicapped.

Co-operation between broadcasting and the adult education services helped all these groups in specific ways during the 1970s; and in most cases in essentially new ways. Broadcasting, for example, was not generally used to give instruction, but rather to raise new hopes, to build up confidence, to put listeners and viewers in touch with local help, which might take the form of local tuition, but might take other forms of practical help. This meant new organization of co-operation: a network of local reception contacts, to whom enquiries received on broadcast telephone numbers could be referred; local provision of tuition and other help to meet the demand created by the broadcast programmes; joint schemes to enlist new cadres of volunteers to enable this local provision to meet the demand; training schemes to enable the volunteers to do this work; political action in local communities to get adequate support for local schemes; and many other new features. These features were again most clearly illustrated in the national adult literacy campaign, which has already been fully documented in many reports. Certainly more than 200,000 adults who had never dared to enter an adult education centre before were encouraged to join local literacy groups; and approximately half of these were directly put in touch with them by the broadcast referral service. Similar features were demonstrated in national projects to encourage Asian women to seek local tuition in English; in projects for the young unemployed; in schemes to enlist volunteers for various local community projects; and in projects for the physically handicapped.

This great diversity of concern was supported by a number of important developments. One was a series of impressive committees, which gave strong advice to both sides of the partnership: the Russell Committee on Adult Education, which was appointed by the Department of Education and Science and which reported in 1973, with particular concern for the educationally disadvantaged; the Open University's Committee on Continuing Education, which reported in similar vein in

1976; the Annan Committee on the Future of Broadcasting, which strongly supported the educational work of the broadcasting services; and the Advisory Council for Adult and Continuing Education, which took a constant interest in co-operation with broadcasting from its appointment in 1977. Another development was the growth of broadcasting-liaison bodies among the adult and community education services. The Department of Education created the Council for Educational Technology; the Advisory Council appointed a Broadcasting Committee; the closed-circuit systems created an Educational Television Association; and the very vigorous Volunteer Centre created an equally vigorous Media Project, which played an important part in keeping everyone informed. A third important development was the growing commitment of the Independent Broadcasting system to appoint specialist liaison staff to work with the adult education services, as the BBC had done some years before. By the early years of the 1980s, the fifteen major regional companies had all appointed a community education officer, under the active encouragement of the Independent Broadcasting Authority, so that this team was now more than twice the size of the BBC's team of continuing education officers. Working together, they made a very effective field force, particularly when supported by both BBC and Independent local radio stations. A fourth development was the growing flexibility of broadcast technology, with much more portable receiving equipment and increasing availability of audio and video recording, which made possible much more flexible use of programmes.

By the 1980s, therefore, the pattern of co-operation had become immensely diverse, complex and rich, and virtually unrecognizable in terms of the simple expectations which had seemed adequate in earlier decades. Some idea of this complexity is indicated in the chart attached to the present survey; and the pattern may be further illustrated by five examples taken from the 1980s.

FIVE EXAMPLES FROM THE 1980s

Independent Television's 'Breadline Britain'

One of the first Independent Television projects to benefit from the collective endeavour of fifteen community education officers spread regionally across the country, a national network of local radio stations and a newly formed Programme Support and Development Group at the Independent Broadcasting Authority, was a project concerned with poverty in Britain, based on four one-hour programmes produced by the London Weekend Television company.

The project had the enthusiastic support of the Adult Education Section of the Authority's Educational Advisory Council and the programmes were scheduled to be nationally broadcast during the summer of 1983 in the prestigious Sunday lunchtime slot known as 'Weekend World'. The programmes looked at the extent and variety of poverty in present-day Britain, focusing on a number of specific case studies and locations and drawing on a major survey commissioned by the production team.

It was decided early in the planning process that this series should be supported by a national campaign to secure maximum utilization of the programmes. A range of supporting print materials was produced (newsletters, information sheets, resource packs, etc.) by most of the regional companies for use in their regions; and a booklet summarizing the results of the commissioned survey was made available nationally. Seven thousand copies of this booklet were distributed during the period of the series. In the run-up to the transmissions several thousand posters were distributed; contacts were made with many national and

regional organizations and agencies; and a number of large public meetings were held. In response to this promotion, the programmes were used in many further and higher education institutions, in Workers' Educational Association classes, in Manpower Services Commission schemes, in pre-service and in-service training courses for teachers, in many unemployment centres, and in specially arranged viewing and discussion groups. A series of monthly seminars was organized under the auspices of the newly-launched Church Action on Poverty; and a number of regional surveys were carried out to supplement the national survey.

The network of independent local radio stations provided an added dimension of programme support, producing news features and conducting interviews and phone-in programmes linked to the series. The London news and information station, LBC, for example, ran phone-ins during the morning following each 'Breadline Britain' transmission. The progressive 'ripple effect' through many channels of communication was thought to be a very encouraging sign for future collaboration.

Channel Four's 'Common Interest'

This project drew a special advantage from the nature of Channel Four as a publishing channel rather than a production-based channel. A project to encourage greater interest in the problems and prospects of Third World countries was specially commissioned from the International Broadcasting Trust, to include ten television programmes, appropriate supporting material and the promotion of group viewing and discussion. Since the Independent Broadcasting Trust was itself a consortium of adult education and social agencies (as described above), this meant that adult education bodies were themselves preparing the programmes and also promoting their use in group discussion and tuition.

The commission was made early in 1982 and the programmes were scheduled for transmission in the first quarter of 1983 (with a preparatory programme in November 1982). This meant that the Annual Meeting of the Trust in 1982 was able to set up three Working Groups, each group to prepare three programmes of the series and the necessary support material. The first section of the series was concerned with how the Third World lives, the second with the impact of Developed World policies on the Third World and the third with the level of understanding in the United Kingdom. The Working Groups also produced an eight-page programme guide and went on to produce three sixteen-page study packs, with the help of many local branches. These publications were made available to all their local branches, which were encouraged to form study groups or classes based on the series. Arrangements were also made to offer both publications on the television screen at the end of each programme; and the Broadcasting Support Services organization was commissioned to man a telephone referral service for three hours after each programme and to refer enquiries to local branches of the Trust.

The programmes were to be transmitted on Tuesday evenings at 6:30 p.m. Other publicity and promotion were achieved by means of articles written in journals of development agencies and by the introduction of a Trust newsletter. Special measures of feedback were devised by including a questionnaire in each programme guide and study pack and by commissioning a professional survey by an established research company.

The response to the whole project was very encouraging. The average audience was estimated at 350,000 viewers. Forty thousand copies of the programme guide were distributed through the Trust's member organizations; more than 10,000 were

sent out in response to telephone requests; six thousand copies of the study packs were sold; at least 350 study groups were organized, including adult classes, church groups and local political groups; and a similar number of questionnaires was returned.

Together this response provided an effective basis for a follow-up project, which was scheduled for the autumn of 1983, under the title of 'Utopia Limited'.

The BBC's English as a Second Language

One feature of several of the BBC's adult education projects is that they are more sustained than most programme commitments of this kind and often extend over many years. This has been true of the effort to help those ethnic minorities who generally have little command of the English language to understand better the language of British schools, British shops and British health and welfare services.

This began without any overall pattern during the 1970s when several local radio stations in cities with large immigrant communities began offering English language lessons, with the help of the BBC's External Services' English by Radio Unit. It became a national project in the late 1970s when the Educational Television Departments launched a dramatized series of programmes called 'Parosi' (the Hindi word for 'neighbours') designed to encourage Asian women to seek local help in learning English. This was started after extensive consultation with those responsible for local schemes for teaching English and with the ethnic minority communities themselves. It was also strongly backed by the BBC's Continuing Education Advisory Council. A telephone referral service was operated by Broadcasting Support Services; and some thousands of Asian women did enrol for local tuition as a direct result of the project. Two of the BBC's continuing education officers worked more or less full-time on the monitoring of this project.

After further consultation with the network of local ESL (English as a Second Language) teaching schemes and further discussion by the BBC's Continuing Education Advisory Council, it was eventually decided to develop a project that would use both radio and television to provide teaching material for learning English directly from the programmes. This was developed during 1979 and 1980, with the help of local teachers in many parts of the country, and the series of twenty programmes was broadcast between autumn 1980 and summer 1981, with repeats in the following year, and with an accompanying radio series for tutors. Entitled 'Speak for Yourself', the programmes used regular presenters from all the main regions of the world from which the ethnic minorities come to the United Kingdom and were supported by study notes in all the main languages spoken. The programmes were based on common social situations, such as calling a doctor for a sick child, taking children to school, applying for work and telephoning to apologize for being absent from work.

It has been difficult to quantify the effects of this project in any precise way; but there is plenty of evidence of the use of the programmes in local tuition schemes - particularly in training courses for local tutors (and the latter is a form of co-operation that is greatly appreciated).

The general response has been sufficiently encouraging to justify a further series of thirty programmes, with supporting material. Using the same title, these will be transmitted during the autumn of 1984 and the first half of 1985. They will use popular English fiction and the care of the motor car as their central themes.

The BBC's Computer Education Project

In late 1979, with the full support of its Advisory Council and working in co-operation with the Department of Education and Science, the Department of Industry and the National Computing Centre, the BBC's Continuing Education Department embarked on a major educational project designed to offer a practical guide to the hitherto specialist world of computers and computing. The main broadcast components of the project were to be two ten-programme television series addressed to adults in all walks of life who wished to gain some insight into the basic principles of computing. It was also accepted very early in the planning that a major factor in the demystification of the computer was the opportunity for 'hands-on' experience. It was decided, therefore, to offer one series of a familiarization kind and one of an essentially practical kind, assuming in the latter case that the audience had access to personal micro-computers, either in the home or at local centres.

To help provide this double experience for many thousands of people with a newly-found interest in the subject, the BBC pursued two distinct lines. One was the development of a new inexpensive micro-computer system, built to BBC specifications by Acorn Computers of Cambridge, and with educational applications very firmly in mind. Secondly, in close collaboration with the local education authorities, with colleges and universities and with less formal educational agencies, the BBC encouraged the formation of a network of local classes, clubs and workshops, throughout the United Kingdom, to which viewers could be referred by Broadcasting Support Serivces for practical experience and systematic study of computers, their operation and applications.

The first series began in January 1982 and was repeated later in the year, followed by the second series. Each programme was transmitted at three different times during the week, to give the maximum possible opportunity for all programmes to be seen. The series thus reached an audience of approximately 7 million viewers. By this time more than 1,000 local referral centres had been established and during the first twelve months more than 50,000 people had used their facilities.

The BBC project coincided with other major initiatives in the field of computing and micro-electronics, notably the Department of Industry's Micro-electronics Application Programme, the Micros in Schools Scheme and the Micro-electronics Education Programme of the Department of Education and Science. The BBC computer, the television series and the associated learning materials (a computer book and several sets of software material for the home computer) thus formed part of a co-ordinated education strategy, based on extensive collaboration with local teaching centres throughout the country, designed to enable the maximum number of people, both young and old, to learn about a technology that would affect all their lives. New series of programmes and new packages of software are being planned all the time to continue the project.

The Open University's Pre-school Child Courses

All Open University courses are designed to be repeated over four or five years; and that is as true of the new short community education courses as it is of the University's degree courses. The short courses concerned with child development are among these new offerings. They are arranged to run for eight weeks; and each consists of eight units of printed study material, four television programmes, four radio programmes, a resource pack including reference booklets

and audio-recordings (containing stories, songs and music to use with children), links with local parents' groups and optional work assignments leading to a certificate of course completion.

Both courses were first offered in 1980 and have been offered each year since then. The first was called 'The First Years of Life' and the main collaboration was with the Health Education Council, so that the main local contacts have been with local child health clinics, but also with many informal groups organized with the encouragement of the Health Education Council. The second course was 'The Pre-school Child' and this was organized in close collaboration with the Pre-school Playgroups Association, a voluntary association with affiliated groups in all parts of the country.

The two courses were thus using essentially new national networks of co-operation, though the Health Education Council and the Pre-school Playgroups Association had previously co-operated less extensively with both BBC and Independent Television series. Their involvement in these Open University courses was marked by close collaboration at the programme planning stage, in the piloting of draft study materials and in the assessment of utilization.

Some thousands of parents have enrolled for the courses each year and several hundred have completed the work assignments and have gained certificates. The feedback from the local groups has been used in the promotion of the courses each year and a third course, 'Childhood 5 - 10' was added in 1981.

These five projects certainly illustrate the changes that have taken place over the years (as outlined above). The groups of adults served - ranging from Indian women with virtually no knowledge of English to enterprising businessmen wishing to keep pace with computerization, from groups of the unemployed fearful of falling into stagnation to members of churches concerned about poverty in the Third World - are much more varied than the image of traditional adult class students. The organizations engaged in this collaboration, including political groups, churches, trade unions, health clubs, parents' groups and social welfare groups, industrial training centres and unemployment centres, are also much more varied than in the past. The initiative in at least some of the projects has come from activists in the field and not from programme planners sitting round a table.

Radio and television are being used to motivate and encourage, to publicize and promote, to bridge gaps and bring interests together, as well as to inform and instruct. The range of associated materials is most complex, from newsletters and study guides to audio-cassettes and colour slides, from games and competitions to micro-computers and computer software, from work assignments to practical projects. The feedback methods have become equally varied, ranging from questionnaire surveys to user conferences.

This account may give the impression that the initiative and driving force for co-operative projects have come largely from broadcasting organizations. Yet the reverse is also true. In other instances the impetus has come from adult education, as the following examples illustrate:

University adult education and Local Radio

When the first local radio stations were opened by the BBC in 1967, several university extra-mural departments saw the scope for co-operation with these stations very clearly. Many had in fact been closely involved in the campaign to

get government agreement to the introduction of local radio. When this success was achieved, the Universities Council for Adult Education (representing the extra-mural departments) approached the Department of Education and Science, their principal paymaster, asking that work with the new stations should be recognized as an official commitment of staff tutorial time, for which they were grant-aided. This was agreed; and most of the extra-mural departments in the urban centres in which the first stations were based allocated substantial staff time to work with these stations. Collaborative projects particularly focused on local history, archaeology and local literature; while some were also concerned with local community projects. Many involved extensive literature support and local classes based on the radio programmes.

This was a clear example of initiative from the most traditional sector of adult education using the newest development in broadcasting. The practice diminished after about ten years, largely because the growing number of local stations turned away progressively from fixed-time programmes to 'strip programming' or 'sequence programming' covering two or three hours at a stretch; but most of the sixty or so local stations now in operation (including BBC and Independent Local Radio) give regular time to adult education publicity and enquiries and work closely with the adult education bodies.

The Workers' Educational Association and Local Radio

The WEA also took early initiatives in collaboration with Local Radio: notably during the late 1960s in the Liverpool area with Radio Merseyside, in a project called 'Living Today'. Discussion groups met in private homes and public houses to hear six programmes about social conditions in Merseyside; then representatives of these groups took part in a further series of programmes, in which they raised questions from their groups with city councillors and officials. This kind of extended public discussion of social and political issues has been taken up by adult education bodies and local stations in many parts of the country.

The British Association of Settlements and adult literacy

Another initiative from the older area of adult education came from the British Association of Settlements, a voluntary association of social and educational centres (e.g., Cambridge House, Oxford House and Toynbee Hall in London, and similar settlements in most of the larger cities in the United Kingdom). This arose from their pioneering work in helping adult non-readers, which led to a national Right to Read Campaign and first impelled the BBC further education officers to create pressure for a broadcasting contribution in this field. The BBC, Independent Television and the local education authorities all became vigorously involved, in that order; but there is no doubt that the initiative came from a voluntary association of educational centres.

The Volunteer Centre Media Project

When in the mid-1970s a number of Independent TV companies, together with local radio stations and some occasional BBC projects, began to produce regular short features on various voluntary and community services and to invite volunteers to give their time to these services, the Volunteer Centre (a national body to promote and evaluate voluntary work) formed a Media Project, to act as an information centre for these activities. The Media Project has performed this task with great enthusiasm and with notable success. It has been a major factor

in encouraging collaboration throughout this area of voluntary activity; and the initiative for collaboration came entirely from the voluntary bodies, though it was encouraged by the broadcasters.

Specialist bodies of tutors in adult education

In parallel with these developments among the voluntary services, there was a related development among professional tutors in adult education to press the claims of particular subject areas through specialist associations. There had been an Association of Language Teachers for many years, for example; but the 1970s saw a considerable growth of such specialist bodies: the Society of Industrial Tutors, to press for more attention to industrial relations and related subjects; the National Association of Teachers of English as a Second Language; the National Federation of Voluntary Literacy Schemes; the Forum on the Rights of the Elderly for Education; and many more. All these specialist bodies have sought collaboration with the broadcasters: generally with notable success, and all are examples of initiatives taken from the adult education field, with response from the broadcasters.

Initiatives in campaigning against the cuts in adult education

Another noteworthy example of initiatives from the adult education bodies is the organization of the Save Adult Education Campaign, which first took shape in the autumn of 1979, when it became clear that adult education was again to be an early victim of a policy aimed at cutting back expenditure in education as a whole. The initiative for the campaign came from the professional associations and the responsible national bodies, with strong support from the local education authorities; and educational broadcasting responded to the campaign, though as usual it was difficult to get much attention paid to it as a news item in general broadcasting. The campaign has, however, certainly shown since then that the adult education bodies and the educational broadcasters can work closely together when either side is threatened in a serious way. That is what is happening in the United Kingdom today: education generally is under financial attack, and adult education suffers worst. The collaboration between broadcasting and the adult education bodies in fighting these cuts has been one of the few cheerful features of the situation.

LOOKING AHEAD

The main question that faces the partnership concerns its ability to adapt to the new technologies of communication - audio and video recording, satellite and cable, viewdata and home computers - and to make use of the challenging new opportunities that these technologies bring. Will the immense increase in flexibility that they make possible cause the existing patterns of co-operation to become obsolete and gradually wither away? Or will the existing patterns just struggle along, coping with each new development in an ad hoc way? Or will the partnership build on the existing patterns, developing imaginative ways of making use of the new technologies?

Arguments can be found to support each of these projections. The most hopeful, and perhaps the most probable, is the third: that the partnership will in fact build on existing collaboration, which will be creatively extended. The existing patterns will probably continue, because people generally will continue to use off-air broadcasting for its topicality and its convenience: for example, audio-recording has increased rather than diminished the use of radio, and the

same is happening with video recording. People will continue to be stimulated into new interests and activities as a result of their listening and viewing; and they will want to pursue these interests very often with other enthusiasts and some will welcome the discipline of regular attendance at clubs and classes.

But the new technologies will bring scope for co-operation in new ways. One of these will consist of encouraging much more individual and flexible learning, based on the learner's home, though not limited to it. The broadcasting services and the adult education bodies will therefore surely co-operate in producing learning materials and in making these more flexibly available for use in the home, in public libraries, in local learning centres of all kinds. Local colleges and centres will have to show themselves much readier to offer their facilities in this informal way, to welcome informal learners who come in at unusual times, and not to limit their resources to enrolled students. Broadcasting producers will have to be much more sensitive to the variety of ways in which their programmes may be used and to take account of this in future productions. They will need to maintain contact with their collaborators over much longer periods, inviting them into programme planning and maintaining contact while the material is being broadcast. It will be no good their saying, as they too often do, 'Well, that was my last project; now I've moved on to something else.' They will have to keep interested in all their projects. Adult education bodies of the traditional kind will have to learn from some of the more informal agencies that have shown more initiative and imagination in their collaboration with broadcasting.

All members of this complex partnership will have to come to terms with the paradox that while the technologies develop ever faster the nature of co-operation will have to be more sustained. Only a patient policy of co-operation will be able to keep pace with the rate of technological change.

SOME CONCLUSIONS

It is possible to draw some general conclusions from past and present experience in the art of co-operation:

(1) Effective co-operation demands real efforts on both sides of the partnership and is only likely to grow over a period of some years. It will not develop simply as a natural process; it has to be worked on. It requires constant cultivation and will then grow organically, branching out in new directions; but it can not be brought about by edict or official ruling, only by mutual effort. Formal agreements may provide a beginning; but the activity has to grow like a carefully tended plant.

Examples are abundant. Back in the 1920s there was great enthusiasm among the leading spokesmen of both adult education and educational broadcasting over the possibilities of wireless discussion groups; but it was four or five years before these possibilities were fully exploited. The broadcasting expansion of the 1960s was widely acclaimed as soon as it began; but again it was some years before it was widely used. Even the widespread desire to do something about adult literacy in the 1970s required a really intensive eighteen months of work before all areas of the partnership were ready to launch the project. No doubt future projects will show the same pattern.

A useful reminder on every practitioner's desk would be: 'Effective co-operation takes longer than you think.'

(2) The main elements in the partnership will continue to be those outlined in the first part of the present case study: the enthusiastic commitment of specialist staff, including staff appointed specifically to foster collaboration; the largest reasonable cross representation on advisory bodies and working groups in both halves of the partnership; and formal agreements whenever these appear necessary to achieve specific ends. The importance of these three elements can not be stressed too highly.

(3) Both the broadcasting services and the wide range of adult education bodies will need to become more flexible in their collaboration, and at the same time to sustain it over longer periods. Both will have to become much more willing to forego certain traditions of working that may impede effective co-operation. They will both have to adapt to the challenges of the new technologies and be patient in working for the most rewarding results. Dipping in and out of collaboration will produce only frustration. Flexibility with persistence must be a central guideline.

(4) Given that co-operation needs to be extended over longer periods, from the first gleams of expectation, through programme and materials planning and production, to utilization, feedback and evaluation, then both sides should be ready to receive initiatives from any part of the field and those initiatives should be welcomed. Those willing to provide initiatives should never be deterred by any early failures, but must go on pressing for attention to their proposals and never take 'No' for a final answer.

(5) Both sides should abandon the barren debate over 'Which is the better way of learning?' (i.e., attempting to compare broadcasting with class learning) and should encourage research into alternative blends of learning modes, related to the particular needs and circumstances of a wide variety of adult learners. This will never be an easy field of research; but it is a rewarding one.

(6) Given acceptance of these conditions, there is every reason to expect that the partnership will continue to flourish in the United Kingdom. Indeed, as the technologies advance and the level of public funding continues to be restricted, collaboration may well increase to make the most of what resources there are.

ADULT EDUCATION AND BROADCASTING IN THE UNITED KINGDOM: THE EXTENT OF PARTNERSHIP

Adult education organizations

University adult education

Workers' Educational Association and other voluntary providing bodies

Local education authorities: colleges and centres

Manpower Services Commission

Employers' bodies and industrial training

Trade unions

Unemployment centres

Health Education Council

Community groups and political groups

Church organizations

Consumer groups and environmental groups

Parents' groups

Volunteer Centre and community services

Educational guidance services

Public libraries

National Extension College and other correspondence colleges

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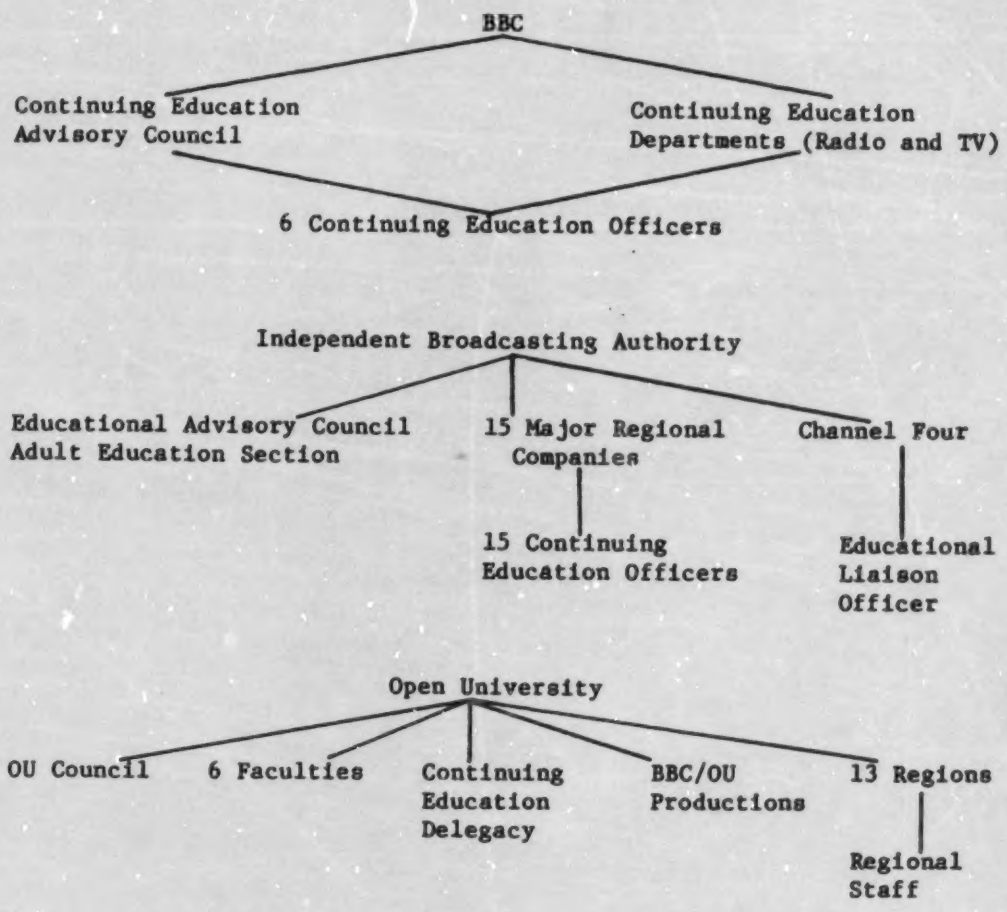
Adult education broadcasting



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SYSTEMATIC CO-OPERATION BETWEEN ADULT EDUCATION AND BROADCASTING:

CONCLUSIONS AND PROSPECTS

by Henry R. Cassirer

The call for co-operation between adult education and the broadcast media has come from both sides when they recognized the limitations of that co-operation in the pursuit of broad educational goals; but both sides have also rejected that call or denied its value or necessity.

Broadcasters are accustomed to 'go it alone' and are apprehensive of commitments which might tie them down. Adult educators, on the other hand, frequently feel threatened by the powerful, self-reliant forces of modern media and are often reluctant to open themselves up to a relationship in which there is a danger that they will become less-than-equal partners. They have been disturbed by the fact that in fields hitherto thought to be their privileged domain, the media have made their mark and have found exceptional opportunities for reaching (without any intermediary) a much wider and more disparate public than that usually attracted to adult education. Adult educators remain convinced that their role in direct personal contact with learners and participants is at least as essential as the production and transmission of programmes from a distance. Unable to ignore the media, they therefore call for systematic co-operation to assure an equilibrium which safeguards the vitality of each potential partner. To give just one example:

The Indian States of Andhra Pradesh and Orissa were selected in the early 1980s for satellite coverage by INSAT for the transmission of television programmes 'primarily directed to serve the interests of the rural community'. To meet the challenge, the Workshop on Adult Education Software for INSAT[1] was convened in July 1982 and noted: 'The emphasis of the INSAT programme is, by and large, on the areas which also form an integral part of the adult education curriculum.' The workshop was therefore convened by the Directorate of Adult Education of the Indian Ministry of Culture and Education to assure that adult education would have its share and say in the experience. On behalf of the Directorate, Miss H.K. Singh observed that 'the launching of INSAT has made it possible to reach the vast majority of our countrymen in the remotest part of the land. This will make it possible for us to share with them the latest knowledge, to enable them to use it in their day-to-day life ... We look upon this new opportunity as the one which would supplement and reinforce our objectives of helping people to improve their standard of living. To achieve this goal there is need for a systematic and long-term collaboration between adult education and Doordashan (TV) functionaries.'

Conscious both of the opportunities opened up by INSAT and of the danger that television would go it alone, another speaker underlined that 'adult education should not simply aim at the feeding of information but try to prepare the people to appreciate, understand and fully participate in the development programmes.' Adult education therefore 'had to be sequential and logical', as another speaker stressed. It should help the audience 'to analyse a situation, draw conclusions and change the mode of thinking and behaving.' This was contrasted with media which 'take the audience for granted' instead of approaching it 'with a feeling of empathy and sympathy. Without this, the programme and the contacts would be of little use.' Adult educators, the workshop therefore concluded, had a significant role to play in the preparation, presentation and above all the

reception/utilization of programmes. Hence, 'there is need to work out a systematic collaboration arrangement between Doordashan (TV), the State Resource Centre for Adult Education and the state government departments of adult education and to institutionalize such an arrangement.'

Such a 'systematic arrangement' which creates a firm partnership in the application of broadcasting to adult education is, however, difficult to attain. The story was brought up to date by the Directorate of Adult Education which recorded that the suggestions made by the workshop to create a task force of adult education and media agencies, to provide additional funds for software production, and to create the necessary infrastructure, were carefully examined from various angles. But it was not found feasible to create an additional infrastructure at that time, obviously due to some financial implications and subsequently on account of the operational defect in the INSAT-1A. The necessary steps are being taken to strengthen the staffing pattern, etc.

Nevertheless, some working arrangements were established between television and adult education agencies. The Inter-Media Publicity Co-ordination Committees set up by the Ministry of Information and Broadcasting are one forum in which officers in charge of adult education participate and decide, in consultation with the media agencies, their requirements for implementing media-based programmes.

Similarly, there are educational broadcast consultative committees in which the officers of adult education participate and help All India Radio authorities in the preparation and production of educational broadcasts, including adult education.

In other words, adult educators advise the broadcasters, but are not full-fledged partners in both the production and utilization of programmes, as the workshop had recommended. This is underlined by the fact that only 'ten minutes' time has been set apart twice a week for adult education through radio and ten minutes once a week through television.' The objective of these ten-minute sequences is primarily to give publicity to the adult education programme. Mr Tuteja concluded by noting that 'these programmes are by and large geared to the promotional task and we have yet to make a dent in devising programmes which may be directly related to the curriculum of the adult education programme. With the expansion of the radio and television network, particularly due to the operation of INSAT-1B, it would now be possible for us to do so in the course of time, for which we may take steps to train adult education functionaries for taking up the work of producing suitable software.'

A working group on adult education to formulate concrete proposals/programmes for the seventh five-year plan has also discussed the role of mass media for adult education, Mr Tuteja added, and 'the adult education programme would certainly have greater support of different media, particularly from radio and television.'

Despite efforts by the authorities concerned with adult education and a clear recognition of the need for systematic arrangements which cover the concept and production of programmes, as well as their use in the field, results have so far not gone beyond the promotion of adult education by radio and TV. Why is this so? What are the obstacles to co-operation despite the evident need and potential mutual benefits? What steps may be suggested in order to achieve constructive, lasting co-operation which not only benefits the two partners but also their publics and society at large?

THE NEEDS

Adult education and the broadcast media both have a definite need to collaborate, but the areas in which partnership seems desirable do not necessarily overlap. We shall therefore have to look at these needs from three distinct, though complementary, angles:

From the point of view of adult education bodies

Adult education traditionally is a process of personal interaction between a tutor or animator and learners or participants. It has frequently been identified with classroom lectures or discussions, and with formal sequential instruction and training, whether given under personal supervision or through learning at a distance. Today, however, its scope and forms have gone far beyond this conventional concept, particularly in the developing countries but also in the industrialized world, as the reports on the United Kingdom and Hungary indicate. To quote in part the Recommendation on adult education adopted by Unesco's General Conference in 1976:

> 'The term "adult education" denotes the entire body of organized educational processes ... whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes and behaviour in the two-fold perspective of full personal development and participation in balanced and independent social, economic and cultural development.'

From this broad point of view, the broadcast media may meet a series of distinct needs:

(a) They disseminate knowledge, awareness and learning opportunities to a wide and dispersed public which adult education institutions and voluntary associations cannot reach. The media may be far more extensive in their reach than adult education which is more intensive.

(b) The extensive reach of the broadcast media sensitizes a large public to the objectives and themes of adult education and may thus encourage participation in adult education for more intensive learning.

(c) More specifically, the media may serve the public relations of adult education not only through direct publicity for offerings but also through general advocacy of the aims and needs of adult education, as the United Kingdom report clearly indicates.

(d) Next, and perhaps most importantly, the media may provide materials for study and discussion which are up-to-date, relevant and presented in an attractive manner.

(e) Finally, there are opportunities for adult educators to act as link persons, as Dr Yadava puts it, to facilitate the assimilation of the broadcast message and to assure feedback reactions from the public.

From the point of view of the broadcast media

The media may benefit from the collaboration of adult educators or field agencies at three stages of the broadcast process: the preparation of content; the production and presentation of programmes; and the utilization at reception and channeling of feedback or response to enquiries during the post-broadcast phase. Elaborating these points, it may be said that:

(a) Adult educators are apt to have a knowledge of content and an understanding of the level of knowledge and interest of popular audiences which can be of inestimable value in the preparation of programmes even though educators may not be sufficiently familiar with the form into which content is to be cast.

(b) The same lack of familiarity with the broadcast form may be an obstacle to the presentation of programmes by adult educators; but on the other hand, their personal familiarity with local conditions and experience as 'animators' of learning groups may be a distinct asset to their direct participation in the presentation and even production of programmes.

(c) It is at the levels of reception and follow-up that the media have the most urgent need for partnership with adult educators. The broadcaster is far removed from the public. He has no agent in the field to organize group reception/discussion, to answer queries from listeners or to supervise the study and assimilation of courses or information given over the air. As a link person, the adult educator may do all this and stimulate letters from the audience, or channel critical reactions through the administrative channels.

From the point of view of society

Society has a distinct interest in fostering collaboration between adult education and the media.

(a) An overriding need is for adaptation to rapidly changing conditions. Whether it is vocational training or the acquisition of scientific knowledge, the learning of languages or familiarization with new modes of life, the rapid pace of change obliges every individual to acquire new values and skills, and to develop a critical and informed outlook on the world in transition. The media have an asset in their speed and ubiquity, though such ubiquity is severely limited in the poorer regions of the world as the report from India clearly shows. But learning and change of outlook in depth calls for more than fleeting familiarity conveyed by radio or television; the adult educator may help learners to understand and assimilate new knowledge, skills and points of view.

(b) Economy of cost is a second, related reason for society's interest in the collaboration of the media and adult education. However well-financed and equipped adult education may be, however devoted its staff, however affluent the society, the impact of such education is bound to be limited by comparison with the reach of the media. A combination of both is an economic necessity, provided the specificity and value of each partner is respected in the process.

(c) A mature citizenry, the mainstay of a healthy society, requires more than exposure to one-directional information. Promotion of active participation in social affairs, of critical understanding of fundamental issues, of the ability to express oneself, to make oneself heard and respected - these are among the most precious assets of dynamic adult education.

THE PROBLEMS

The need for consistent partnership between the media and adult education may be evident, but its realization is relatively rare in the world because the obstacles are legion.

Specialization

There is a lack of collaboration not merely between the media and adult education but in all fields in which administrations, institutions and associations should 'logically' work together. Adult education itself is an example of poor co-ordination, of the desire for each to go his own way. In fact,

as the United Kingdom report points out, one significant contribution of broadcasting may be to act as a catalyst which encourages adult education organizations to work together, for instance to contribute to programmes on a common theme or to act as a resource for listeners who request information or assistance.

Anyone familiar with socio-economic development has experienced the difficulty of co-ordinating different agencies, of promoting co-operation between the Ministry of Education and other administrations which have educational functions, or of assuring collaboration between the various agencies working in rural areas. When the Rural Educational Radio was launched in Senegal with the support of Unesco, it required a presidential decree to bring together the various administrations in an educational broadcast advisory body. In Algeria, the government has sought for many years to foster systematic co-operation between the Ministry of Agriculture and radio/TV broadcasting, but it has been a fruitless 'dialogue of the deaf', as one official put it. The Budapest Director of the Hungarian Association for the Popularization of Science expressed himself along similar lines in answer to a question about collaboration with broadcasting: 'Radio, television and adult education are entirely separate. They don't co-operate with each other and everyone is master on his own garbage heap! We have good contacts with each other, but everyone works entirely independently and separately.'

Such lack of co-operation is merely a reflection of the high degree of specialization in the education and training of staff. Engineers and programming staff, educators and social scientists come from entirely different streams of education and training. But in the educational use of the media, they are expected to work together as a joint team in which everyone has his contribution to make, with each respecting and reinforcing the other's action. Unless there is training through and for co-operation, it is too much to expect staff to practice it in later years.

Such training should not merely be studio-based but put the trainee in contact with the public and adult education bodies so that he appreciates the techniques of field-based production, epxeriences the impact of broadcasts and is attentive to audience reactions. The rare experiences of joint training have confirmed its value for co-operation at a later stage.

A further aspect of specialization is the prevailing financial autonomy of public administrations. Budgets are allocated without allowance for joint operations, and when a budget squeeze is applied, it is only to be expected that each partner will first cut down on commitments which go beyond its 'own' specific tasks. When there is lack of a global view of nature and society, of a humanistic rather than technocratic approach to social management, it is to be expected that obstacles will be placed in the way of collaboration between adult education and broadcasting.

The status quo

Adult education and broadcasting each have their accepted operational approaches. Adult educators are frequently institution-based and seek to attract learners to lectures, discussions or cultural activities. Their impact is through personal interaction, their focus is essentially local. Broadcasting, on the other hand, aims at a large, dispersed and unknown audience, is concerned with

output rather than with reception, assimilation, and the stimulation of local activites or involvement. The two worlds hardly ever come together.

If there is to be a meeting ground, new ways have to be found to overcome the institutional inertia which is characteristic of adult education bodies and frequently also of broadcasting organizations. This calls for an enormous amount of stimulus and encouragement, a readiness to abandon old ways, as the Director of the National Extension College in the United Kingdom, Richard Freeman, pointed out at a European seminar on the use of media in adult education:

> 'It seems to me that a lot of the projects we have heard about started with adult educators wanting to use broadcasting to reproduce traditional adult education. So people took what was happening in classrooms and turned it into television programmes, books, video tapes and audio-cassettes. Only the technology changed. Now this has caused severe problems.
>
> On the one hand it has caused problems of making systems that are so integrated - so tightly held together - that no student can cope. On the other hand, it has stopped us asking whether or not people want that kind of curriculum in the first place. It is interesting to see that if you look at the projects that have failed they have all got some aspect of not having changed adult education...
>
> To summarise about traditional adult education, it seems to me that, whether we are adult educators or broadcasters, we are still too tied to seeing broadcasting as a tool of replicating what we are doing in adult education.'[2]

A struggle for power

The report from India ranges far in the search for systematic co-operation between established adult education bodies and broadcasting yet has been unable to discover any clear examples, other than that of the Bombay City Social Education Committee whose experience will be referred to below. In the few pages dealing with 'other media', however, Dr Yadava observes that 'voluntary organizations often make use of local folk media for motivating the people to take advantage of adult education programmes.' Why this discrepancy? Why do adult educators readily employ puppet shows and story tellers to get their message across but practically never make use of radio and television? The reason may be that folk media can easily be integrated into local interpersonal programmes and thus remain under the control of adult educators whose role in radio and television is generally limited to inferior partnership or mere consultancy.

Each agency, operating in its own geographic and conceptual framework, goes after its particular objectives but refuses to submit to the demands and limitations of the other. Although adult education may realize the importance of broadcasting, it will strive to be the master of the medium rather than merely a contributor. And when broadcasting appreciates the importance of group reception/discussion or the availability of feedback channels from the audience, it tends to create its own counterpart infrastructure rather than to enlist the partnership of existing adult education organizations or associations. Two examples will illustrate this.

In the Philippines, the Associated Labor Unions (ALU) felt the need to defend themselves against attacks and accusations, slander and misrepresentations, not merely by countering criticism but by making a positive contribution to popular participation in democratic development initiatives. After rejecting the idea of

publishing a newspaper which would only reach its own members, the ALU decided to use radio. Instead of seeking time on existing commercial radio, the ALU in 1967 launched in the city of Cebu its own station, 'The Voice of Labor', known by its call letters 'DYLA'. Twelve years later, DYLA was awarded a prize for the best mass media institution. The award spelled out what can only be regarded as a significant contribution to adult education:

> 'You believe in the principle that radio, through basic information, education and the inculcation of desired values, can spur workers to actively participate in decision-making and fruitful action on all levels of their lives - in their unions, trades, enterprises and community development. As a result you have helped build an institutionalized labor movement through continuous training and education of the different levels of leadership within the framework of development management. For this achievement, yours is the City's award this year for the "Most Outstanding Private Institution in the Field of Communications and Mass Media".'[3]

ALU encountered, however, three major problems: (i) how to finance the operation; (ii) how to acquire the necessary technical skills in broadcasting; and (iii) how to assure partnership of the community in the effort. To overcome these difficulties, ALU certainly required 'systematic co-operation' with others, but not of the kind which is the focus of the present study. To overcome obstacles (i) and (ii), to obtain funds and technical know-how beyond the resources and scope of a mere profit-oriented commercial operation, ALU signed a memorandum of agreement with the Friedrich Ebert Stiftung, a development assistance foundation of the Federal Republic of Germany. This long-term agreement, signed in 1977, provided technical facilities and training to ALU thus enabling it to go beyond commercial programming for a popular audience and to render consistent public service. To overcome the third obstacle, the lack of community partnership, the station stimulated the organization of an association known as the 'Concerned Citizens of Good Government'. As the Unesco case study on Station DYLA, Urban Community Media in the Philippines, observes:

> 'The partnership between DYLA and the community in solving urban problems was formally established ... The partnership between DYLA and the community is socially meaningful because it is directed towards solving community problems.'[4]

Even though DYLA was brought about by the ALU, a voluntary association, it was realized that it had to go beyond its membership and create a new co-operative body more widely representative of the target audience. In other words, ALU, in itself an adult education body (in the broad sense), was led to create its own broadcasting station and its own co-operating body. While DYLA may be the only trade-union-operated station of its kind, other social agencies, e.g. churches in Latin America, have taken a similar road, establishing their own broadcast facilities and fostering the organization of co-operating associations, reception and study groups.

In the same way, broadcasting institutions have stimulated the creation of study and discussion groups, or promoted radio rural forums, as all the reports from India, Hungary and the United Kingdom establish in considerable detail. Once more we find 'systematic co-operation' but not between equal partners. A dominant institution simply saw the need to set up its own adult education counterpart associations. Indeed, as Dr Yadava has pointed out, there was frequently no

alternative; for instance, there were no adult education associations in the Indian villages with whom a co-operation agreement could have been concluded.

Two experiences cited in the case studies do, however, present examples of an on-going adult education institution co-operating with a broadcasting organization: the Educational Centre in the Hungarian city of Pécs and the Bombay City Social Education Committee. In both cases, co-operation began in a 'systematic' manner, but the results were far from conclusive.

The collaboration between the Educational Centre (EC) in Pécs and the Regional Television Station (RTV) is described in Section 2 of Dr Katlin Hanák's report. Supplementary information, supplied by the Hungarian sociologist Dr András Szekfü, who conducted research on Hungary's first community cable experiment, reveals clearly the conditions and stresses of this collaboration. The following assessment relies on Dr Szekfü's report.

At the beginning, there was mutual interest in co-operation. Cable TV was practically banned at the time as an originator of programmes rather than as a distributor while Regional Television was not permitted to start its own regional broadcast programmes and was restricted to contributions to the national network. The Pécs station, however, obtained special permission to begin experiments in cable TV programming, using the video equipment of the Educational Centre. 'The RTV people had an obvious interest to get more air time. As one of the broadcasters put it, they looked for ways to show their faces more often on the screen. The assets of RTV for co-operation in a cable TV experiment were their legal franchise (the special permission for experimentation despite the general ban on such initiatives) and of course their professional expertise.

The Educational Centre, on the other hand, had real communication problems. Being responsible for the children of several thousand families in a new building estate without community ties, without common traditions of the people, they were looking for every means to reach their clients - above all in their role as parents but also as potential visitors to the House of Culture within the EC. Their assets were their pedagogical expertise and their advanced video equipment, a rarity in Hungary. It should be stressed that the technical core of the cable TV experiment is the equipment of the EC and not the RTV studio. The Educational Centre itself, its building, the prestige of this "unique complex" had also some hard-to-define form of legitimizing power.'

Both sides sought collaboration which was inaugurated during the early 1980s. But after the official opening ceremonies there began 'a period of more or less open conflict. Initially,, the experiment envisaged some sort of equilibrium between the two main participants, though the RTV people never made a secret of their intention to keep political leverage in their hands. As regular programme production got under way, this overwhelming impact became stronger than the EC people had ever anticipated. The RTV staff had programme-making skills which teachers or adult educators obviously lacked. Still worse, educators themselves believed that they were inferior to the RTV staff because they could not imitate the style of professional programmes. They had an inferiority complex which was not reduced but rather reinforced by the RTV people who enjoyed being "the experts".'

The third phase in this strained attempt at collaboration was a clear division of power through 'a new concensus between the EC and the RTV. The EC has secured for its purposes about forty-five minutes in each programme. (It

should be recalled that the whole experiment is taking place on a modest scale: one three-hour programme on the last Monday of each month, with recently a repetition with fresh news two weeks later). At the beginning, the concept was to make everything together, the entire programme. Now this ideal has given way to the reality of two different institutions cohabiting one cable TV programme. In the forty-five minute segment, the EC people have at last practical autonomy in shaping style and content, while no EC personnel are taking part in the majority of programmes, though the EC equipment is being used.

'This compromise reflects the priorities of the Educational Centre which is content with a smaller part of the programme rather than being nominally partners of the whole but in reality losing control altogether.' To respect the identity of each partner, what started as systematic co-operation ended in systematic separation.

The Bombay City Social Education Committee's experience of co-operation with television has not been much more positive as far as systematic collaboration between adult education and broadcasting is concerned. As the account in the report from India indicates (Television, Case IV), what began as a co-operative effort in the production of programmes ended with the adult education agency being restricted to the organization of viewers' forums in deprived sections of Bombay. The 1973-78 report of the Committee's activities noted the 'historic experiment inaugurated on 8 September 1974, International Literacy Day'. But experience was halting from the start and required outside stimulus. The report notes that 'in November 1975, as per the guidance given by Mr Asher Deleon and Mrs S. Doraiswami, efforts were made to speed up the work of preparing curriculum, TV lessons and also pre-testing some five lessons in the area. In December 1975, ten special classes were organised at Delisle Road and the new approach of Non-Formal Education was tried.' This was, indeed, a modest beginning for an 'historic experiment.'

The Annual Report for 1978-79 confirms that the contribution of the Social Education Committee to the programmes has been phased out and its action limited to organizing reception: 'We are proud to say that the Dnyan Deep (literacy) programme, which was initiated and organised by us in the beginning, has made a deep impact on the masses and, on demand from the viewers, the same is continued on TV. Now more than 100 Dnyan Deep mandals (viewers' organisations) are organised and they send their report directly to the TV and also present their programmes on TV.' A certain systematic collaboration does, indeed, continue, but not in the way originally envisaged. Only a separation of powers, with programming in the hands of TV and reception organized by the Bombay Social Education Committee, was able to assure some form of continuous co-operation.

Evidence from around the world indicates that both adult education and radio/TV broadcasting are accustomed to be masters in their own house, seek to mould the process of communication to their modes of operation and objectives, and mistrust any commitment to a partner who cannot be sufficiently controlled. The struggle for power, characteristic of all human endeavour, stands in the way of fruitful collaboration.

Yet the needs of co-operation remain and the obstacles, though real, are not insuperable. There are ways in which results can be achieved if there is a will on both sides and both sides are sufficiently pragmatic to strive for agreements which are limited in time, scope and geographic area and are not overly

complicated. How to attain practical results will be the subject of the last part of this study.

THE WAYS

The starting point for systematic co-operation is clear recognition of its importance and a mutual respect for the separate concepts, modes of operation and contributions of the potential partners. If one party tends to see the other mainly as a subsidiary for its own goals and initiatives, the result will either be absorption of one side by the other or disappointment leading to frustration and breakup.

Recognition of the need for co-operation between adult education agencies and broadcasting may not come easily to either side since each is committed to its particular fields of responsibility. At times it may be valuable, perhaps even necessary, for public authorities, which represent society at large at the national or local levels, to intervene, to be patron, godmother and stimulator of co-operation. As already mentioned, when the Rural Educational Radio was launched in Senegal, it took a presidential decree to create a commission of all agencies involved in rural development which would co-operate with the radio. But even the President was never able to induce the Ministry of Education to join as an active partner. Official sponsorship may, however, risk squashing the spontaneous readiness of the parties directly concerned, thus undermining readiness for lasting co-operation.

Adult education, unlike broadcasting, is generally the responsibility of a host of agencies and voluntary associations working separately in related domains. Recognition of the need for co-operation in full respect of each agency's autonomy is thus frequently an essential condition for the utilization of more centrally structured radio and television. An example is the International Broadcasting Trust (see the United Kingdom report, pages 44 and 51) which is 'itself a consortium of adult education and social agencies.' Such novel joint ventures are one way to go beyond the traditional methods of adult education bodies which are not sufficiently co-ordinated and flexible for collaboration with a new medium.

Similarly, public authorities may be divided into different administrations and operate at various geographic levels. Their co-ordination is equally essential if they are to contribute to systematic co-operation between adult education and the media.

Lack of flexibility may also be a handicap in the case of broadcasting organizations which adhere to traditional programme patterns and fail to appreciate new types of programmes or the importance of concern with reception and feedback. All potential partners need to be able to restructure, to reorient and to actualize conventional methods of operation.

Systematic co-operation does not imply that each partner limits himself to his traditional functions. Adult educators may participate directly in the preparation and production of programmes, while broadcasting may go beyond output and furnish staff or finance for the organization of reception, feedback and evaluation.

Overcoming the barriers

Various ways of promoting systematic co-operation have been presented by John Robinson in his report on the United Kingdom experience. He makes three principal recommendations: (i) each partner should have specialist staff - experienced adult educators should be attached to broadcasting and adult education bodies should have on their staff specialists who are trained and experienced in the media; (ii) there should be cross representation among the partners for mutual consultation and practical collaboration; (iii) some measures for formal co-operation should be agreed upon by the partners concerned.

Rather than repeating his conclusions, it is recommended that the reader refer to the first and fifth sections of his report.

An examination of the studies, however, reveals a second set of conclusions: the need to proceed pragmatically from co-operation which is limited in time, scope, geographic area and resources to more lasting and comprehensive arrangements. This is not emphasized in order to give preference to more restricted projects, for the present writer entirely agrees with Mr Robinson's third conclusion in which he states that 'broadcasting services and the wide range of adult education bodies will need to become more flexible in their collaboration, and at the same time to sustain it over longer periods ... Dipping in and out of collaboration will produce only frustration. Flexibility with persistence must be a central guideline.'

Indeed, the potential of long-term, comprehensive arrangements should be envisaged before initiating more limited experiences in order to assure that the latter will have a follow-up and lasting impact. But a firm advance commitment is not easily forthcoming. It may thus frequently be more appropriate, even at the risk of achieving no more than a flash in the pan, to aim initially at more targets.

Limitation in time

Pilot projects which receive exceptional political support, finance, professional expertise and publicity are much more likely to succeed than long-term 'regular programmes'. Specialists have noted this on numerous occasions and the point is made convincingly in Dr Yadava's presentation of experience in India. Nevertheless, it would seem difficult in social action, as in engineering and the natural sciences, to devise and market a roadworthy model without previous experimentation. Such experimentation is needed not only to refine components and working methods but to convince potential 'clients' of the validity of the fresh approach. There is a gap between theoretical plans or arguments and large-scale realization which calls for bold yet tentative projects of limited duration.

The issue would seem to be not one of pilot projects versus regular programmes, but rather the devising of pilot projects in such a manner that they have the inherent potential of being continued after special support and attention have been withdrawn. This requires respect for two principal factors:

. The machinery and technology employed in pilot projects should not be so complicated and costly that there is no prospect of continuation under their own steam and essential features should be programmed as permanent ingredients of on-going practice. For instance, many developing countries find it easier to cope with radio rather than television, staff training for all partners in the new methods must be provided for as a regular feature, the appointment of specialist

staff and cross representation among partners must be incorporated into 'normal' budgets and procedures, field mobility for programme producers and animators must be recognized as permanent features. This, in turn, requires attention to the second factor:

All partners must be convinced, preferably at the start, that the objectives of the pilot project are central and essential to themselves. They must be prepared and committed to make the necessary modifications in their operation should results be positive and conclusive. This 'political' will, this readiness to venture into novel practices which go beyond conventional modes of both adult education and broadcasting, is probably the most difficult to assure. If the pilot project is fostered by an outside agency, a government administration, a funding foundation, or an international organization, which imposes its initiative on agencies which are pleased to accept scarce staff and funds but fail to perceive the project as their own, there is no cause for surprise if it is discontinued or falls into ineffective routine once the pilot phase has come to an end.

Systematic co-operation between adult education and broadcasting services can never be successful without this political will by all partners. This being said, short-term projects are probably the most suitable way to indicate the assets and weaknesses of initial plans and to carry conviction beyond the moment.

Limitation in scope

To bring about the collaboration of different agencies and associations which each have their specific focus and mode of operation is difficult under the best of circumstances. It is much easier to bring about co-operation for the production and utilization of a series of programmes on specific topics. Here adult education can benefit from the fact that radio or television reach a very popular and widely dispersed audience with which it is not in regular contact. Thus programmes teaching literacy or giving instruction on mothers' care draw to adult education learners who would never have been attracted without the help of broadcasting. Even programmes with a strong instructional element may be the result of systematic co-operation, as was, for instance, a centenary series of eleven programmes on D.H. Lawrence produced by BBC Radio in Leeds together with Leeds University, or three two-hour programmes ('Grassroots'), produced by Plymouth Sound, on how the political system works. Conversely, the absence of such a limited, specific focus is perhaps one of the reasons why the call made by the Indian Directorate for Adult Education for a lasting arrangement with INSAT has not progressed much beyond general promotional initiatives.

Adult educators habitually schedule courses or campaigns or respond to public demands which vary with individual preferences, time and local conditions. Similarly, broadcasters also schedule programmes in series or slots. Limited and precise targets of content and methods would seem to be best suited to initiate forms of co-operation which come up against the many problems indicated earlier.

Limitation in area

Adult education functions locally in close contact with learners and the public. Broadcasting disseminates over a wide geographic area and is remote from listeners and viewers. This gap is a major obstacle to co-operation between the two. New opportunities have emerged, however, in recent years with the localization and individualization of media production, dissemination and utilization.

Local radio is a case in point. As Keith Yeomans of the National Broadcasting School (United Kingdom) pointed out at a European conference on the use of the media in adult education, the adult educator, broadcaster and learner/listener (Yeomans calls them 'consumers') are relatively near to each other:

> 'In local broadcasting all these parties come much closer together and they find each other without straining themselves. You have consumers who are members of agencies working at the local level, who may also possibly be broadcasters. The whole network of relationships which links broadcasters, agency workers and consumers is much closer. The communication is easier.'[5]

Such proximity facilitates a change in relationships. The built-in fear among adult educators that they may be overpowered by broadcast professionals may be mitigated at the local level where radio is more readily accepted and integrated as an instrument of adult education. Yeomans has also analysed the relationship between broadcasting and an adult education agency, or a co-operative body comprising a number of agencies, citing examples from the United Kingdom. Such examples could, however, also be furnished by other European countries, and experience elsewhere shows similar features.

Progressing 'from a situation of high involvement between agencies and the local broadcasters to one of low involvement', Yeomans gives the following listing:

'(1) At the highest level of involvement personnel from the agencies are seconded to a local radio station, possibly full-time, possibly part-time; to one BBC local radio station, for example, the principal of an adult education institute was seconded for a day a week. His commitment was to two main programmes.

(2) Another type of high involvement in terms of resources is when the radio station takes part in a public campaign with outside events. An example of this which has occurred a lot in the United Kingdom, perhaps less now than before, was when local "job weeks" were held. The radio stations, together with an agency like the Manpower Services Commission organised "job weeks" in which there were public discussions, displays, special programmes and an offer of telephone advisory services to focus the concern intensely on the problem of unemployment in the local region.

(3) Perhaps more conventionally there is the idea of using and distributing written support materials. Here there are a whole variety of examples. One that comes to mind is where there was a link between the Open University and one or two independent local radio stations, whereby the Open University produced a simple version of some of its written materials and the local radio station promoted and distributed it. The Manpower Services Commission again has developed this sort of relationship quite often.

(4) Another mode of involvement is running a telephone referral service. Again here the pattern is usually that an outside agency, a local authority, a citizens' advice bureau, will come in and actually man the service as well as possibly feeding programme items into the radio output.

(5) A more conventional form of collaboration is for regular contributors to appear in programmes; for example the social security services in the United

Kingdom often send their local people to local radio to talk about relevant matters: rights to a pension, rights of the unemployed, etc.

(6) Further down the scale there is advice on programme content; if a programme on older people is planned, local charities may be asked what they think should be broadcast or, better still, the older people themselves may be contacted.

Referring more specifically to the problem of linking radio with study projects in classes and groups, the publication Local Radio and the Education of Adults observes:

> 'In the past it has proved difficult to move radio listeners into organised study activities in substantial numbers and for some adult educators this has been the acid test of success (or failure) of local radio work. It has already been suggested that this test is too narrow, but examples do exist of successful linkages having been made between local broadcasting and study activities.
>
> For example, the Christian Group Radio Project on BBC Radio, Newcastle, in 1978 linked a series of broadcasts to an extensive network of home-based study circles. In this case a broadcast project was based on an existing network of groups, which may increase the chances of success for a project of this kind. There was no existing network of reception for the 'Think for Yourself' project at Radio Victory in 1979, organised by the community education workers at Southampton University. Four programmes (on women's rights, creative writing, local history and community photography) were successfully linked to associated courses and workshops, and were further supplemented by local press and poster publicity.'

Some form of structured co-operation is required to facilitate projects of this kind so that all partners may be fully aware of what is expected of them and contribute their share. Drawing attention to strains and weariness provoked by lack of co-ordination, the European conference concluded:

> 'These problems could be avoided through development at the local level of coordinating structures whenever the use of the media is planned. Another possible structural improvement could take place between adult education institutions and the local broadcasting organisations. Some form of recognised linkage between the two concerns may facilitate access to broadcasting facilities. It may also create greater awareness among broadcasters of the needs of educators.
>
> But such structures are not without potential difficulties. Top-heavy bureaucracies must be avoided and formal arrangements which tend to impede creative initiative.'[7]

Here is a warning which should be heeded by those who look to 'systematic co-operation' as a panacea for the collaboration of adult education with broadcasting. Less formalized structures and a more limited focus may at times safeguard the flexibility and vitality of truly creative initiatives.

Limitation in resources

Top-heavy bureaucracies (the over-complication of co-operative machinery and the employment of technological resources which are too sophisticated and costly) represent one of the dangers which must be avoided if systematic co-operation is to have lasting success.

Broadcasting thrives in a climate of freedom and creativity. Programme director and producer feel at ease when they can make decisions on their own and follow through on them without too much checking right and left (or above). Fear of being hamstrung by co-operative arrangements is undoubtedly one motivation for reluctance to enter into permanent arrangements with adult education.

Adult educators, on the other hand, shy away from technology, not only because of its complication but because they feel more at ease when they can cope with all components of the process rather than have to rely on specialists to assist them. Furthermore, their budgets are usually small and they are therefore reluctant to spend scarce funds on technical resources. Nevertheless, they are quite ready, and indeed eager, to employ relatively simple technologies, such as audio recording or slide shows. Video recording has also become so simple and flexible that it may be a creative tool in the hands of the animator, leading to awareness, participation and learning.

To assure the flexibility which is so essential to innovation and experimentation, mountaineers and explorers may be taken as an example in that the partners in joint ventures should 'travel light', relatively unencumbered by the weight of gear and the strings of administrative arrangements, but sufficiently equipped with both to meet the needs and challenges of systematic co-operation.

CONCLUSION

Accelerated change is the essential characteristic of contemporary societies, spurred on by numerous driving forces interacting with each other: the impact of technology; shifts in economic patterns and dominance; the thrust for political, social and personal emancipation; geographic pressures; conflicts among nations; social forces and ideologies; growing worldwide interdependence, all reflecting a deeper trend of spectacular transformation which is triggered by communication and requires in turn the proper management of communication resources. Significant components of these resources are education and the mass media.

In all societies, whatever their level of socio-economic development, adaptation to these changes has to proceed speedily, on a massive scale and at great depth. Far from being imposed from above, it must stir the grassroots, involve the individual and the community, rely on active, conscious and informed participation rather than on downward directives and propaganda

Essential keys to modification in habits of thought and behaviour are education and information on the one hand, and enlightened popular participation on the other. No society can afford to neglect any force capable of helping to meet the challenge, no individual may cope with his own needs for information, education and personal growth without turning to a range of resources of which broadcasting and adult education are essential ingredients. If their complementarity is clearly recognized, if the value of their co-operation is appreciated by all the agencies concerned, if there is determination to go beyond separate institutional initiatives, then ways can be found to overcome the obstacles and to achieve both massive impact and growth in depth.

Two approaches to achieve this goal are indicated in this study: (i) readiness to go beyond separateness, to establish linkages through mutual cross representation, incorporation of specialist staff and arrangements for

co-operation; (ii) pragmatic concentration on initiatives limited in time, scope, area and resources.

Everywhere there is a thirst for fresh knowledge and understanding, there is a need for training in new skills and a search for values suited to peaceful transformation. The needs are pressing, the obstacles not insuperable, the road is traced for those who are prepared to modify their ways so as to contribute to personal and social growth.

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